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**Waimakariri District Council – A Local Government
Model for Community-Based Disaster Response,
Recovery and Regeneration**

A Dissertation
submitted in partial fulfilment
of the requirements for the Degree of
Master of Planning
at
Lincoln University
by
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Lincoln University

2019

Abstract of a Dissertation submitted in partial fulfilment of the requirements
for the Degree of Master of Planning

Abstract

Waimakariri District Council – A Local Government Model for Community-
Based Disaster Response, Recovery and Regeneration

by

Mithran Gopinath

The National Science Challenge ‘Building Better Homes, Towns and Cities’¹ is currently undertaking work that, in part, identifies and analyses the Waimakariri District Council’s (WMK/Council) organisational practices and process tools. The focus is on determining the processes that made the Residential Red Zone Recovery Plan, 2016 (RRZRP) collaboration process so effective² and compares it to the processes used to inform the current Kaiapoi Town Centre Plan - 2028 and Beyond (KTC Plan). This research aims to explore ‘what travelled’ in terms of values, principles, methods, processes and personnel from the RRZRP to the KTC planning process. My research will add depth to this research by examining more closely the KTC Plan’s hearings process, reviewing submissions made, analysing background documents and by conducting five semi-structured interviews with a selection of people who made submissions on the KTC Plan.

The link between community involvement and best recovery outcomes has been acknowledged in literature as well as by humanitarian agencies (Lawther, 2009; Sullivan, 2003). My research has documented WMK’s post-quake community engagement strategy by focusing on their initial response to the earthquake of 2010 and the two-formal plan (RRZRP and KTC Plan) making procedures that succeeded this response.

My research has led me to conclude that WMK was committed to collaborating with their constituents right through the extended post-quake sequence. Iterative face to face or ‘think communications’ combined with the accessibility of all levels of Council staff – including senior management and elected members - gave interested community members the opportunity to discuss and deliberate the proposed plans with the people tasked with preparing them. WMK’s commitment to collaborate is illustrated by the methods they

¹ For more information on the National Science Challenge ‘Building Better Homes, Towns and Cities’ please refer to the following website; http://www.buildingbetter.nz/about_us/about.html

² The Waimakariri District Council has won a number of awards for their recovery planning activities and programme, including the New Zealand Planning Institute’s Nancy Northcroft Supreme Award for Best Practice Strategic Planning and Guidance in 2018.

employed to inform their post-quake efforts and plans and by the logic behind the selected methods. Combined the Council's logic and methods best describe the 'Waimakariri Way'.

My research suggests that collaborative planning is iterative in nature. It is therefore difficult to establish a specific starting point where collaboration begins as the relationships needed for the collaborative process constantly (re)emerge out of pre-existing relationships. Collaboration seems to be based on an attitude, which means there is no starting 'point' as such, rather an amplification for a time of a basic attitude towards the public.

Acknowledgements

I would like to express my sincere gratitude to my supervisor Dr Suzanne Vallance, for her encouragement, support and direction throughout the course of this project. I thank you for sharing your knowledge and invaluable feedback through the course of the last year, without which I would not have been able to complete my research.

I am also indebted to my research participants who gave up their valuable time to be interviewed by me. I thank you for your willingness to take part in this study and for the knowledge and experience that you shared with me.

Last but not least, I acknowledge with utmost gratitude, the constant support, encouragement and understanding provided by my parents and sister. I am truly grateful for everything all of you have done for me.

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Introduction

The Waimakariri District Council (WMK/ Council) has a distinctive way of operating – often referred to as the ‘Waimakariri Way’ - and have won several accolades and awards (NZPI, SOLGMNZ) since the extended earthquake sequence began in 2010. Many of these awards acknowledge the high level of public participation they managed to achieve during the preparation of their various recovery – and now regeneration - strategies and plans. Examples of effective engagement and meaningful collaboration can be seen in the Kaiapoi Town Centre Plan, 2011 and the award-winning Residential Red Zone Recovery Plan, 2016 (RRZRP). The Council’s most recent regeneration plan - Kaiapoi Town Centre Plan - 2028 and Beyond (KTC Plan) was adopted in November of 2018.

During the preparation of the RRZRP and KTC plans, the Council employed a community-based recovery process emphasising the need to engage and work with the community it hoped to serve. Various tools and innovative methods of engagement were used to ensure that the plans represented the needs, wants and ideas of the community. These comprise the focus of my research.

Aims and Type of Information Sought

This project aims to evaluate how WMK’s community-based recovery process aided recovery and now regeneration. Along with building more resilient infrastructure, a recovery process could also result in more resilient communities. Community engagement in a post-disaster scenario might help build relationships; both between public agencies and the affected community as well as between different sections or individuals within that community. Meaningful engagement allows individuals to feel ‘heard’ and ‘respected’ even if they did not get the outcomes they were looking for.

Although community - based recovery planning is widely acknowledged as being beneficial, meaningful involvement after a traumatic experience is not always easy to achieve. While there is an abundance of literature detailing engagement tools and methods, studies evaluating the effects of meaningful public participation in the recovery process are relatively

few in number. Consequently, it is not always clear how the actual planning and engagement processes (rather than the outputs of the process) influence recovery.

A recovery and rejuvenation process should not be judged solely on the quantifiable and physical rebuild or its outputs (for example, recovery plans); it should also be evaluated based on how the affected people felt during the process and whether processes of community engagement contributed to the recovery. While some studies analyse the outputs and outcomes of the collaborative process, this research has focused on evaluating the process itself.

My questions are:

- What aspects of the WMK way have helped create an atmosphere conducive to collaborative response, recovery and rejuvenation?
- How has collaborative governance and planning been practiced in the WMK?
- What can we learn from the WMK way?

Methodology

Research for this project has been conducted through the use of exploratory qualitative methods including interviews and observations. Secondary data in the form of council documentation, websites, reports, council minutes and public submissions augmented primary data. A literature review on the topics of participation, disaster recovery and collaborative planning was also conducted.

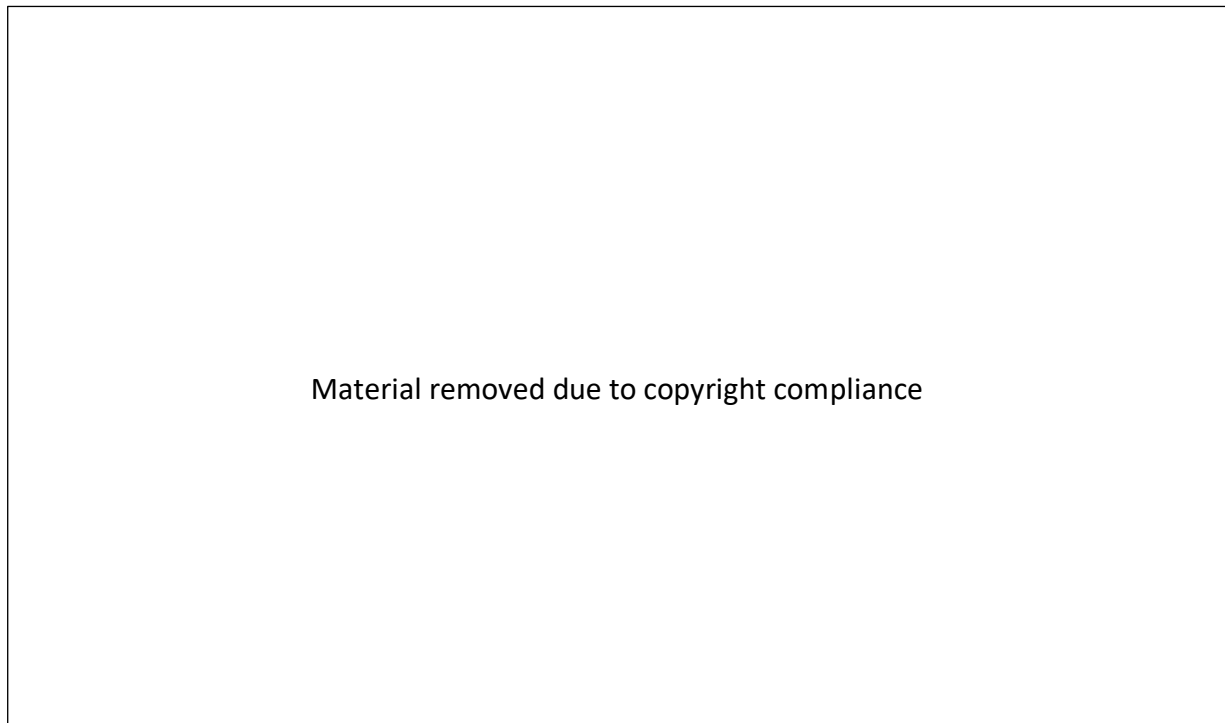
Background

The earthquake that struck the Canterbury region in September of 2010 had a devastating impact on the Waimakariri District (Vallance, 2013). With over 1000 homes badly damaged, the areas of Kaiapoi, Kairaki and Pines Beach bore the brunt of the impact in the district. Infrastructure damage was extensive and much of Kaiapoi, Kairaki and Pines lost access to water and sewer services. In the aftermath of the earthquake, Kaiapoi's town centre had to be blocked off and a number of businesses ceased trading. Eventually, nearly a hundred hectares of residential land encompassing 1048 homes were red-zoned³ (Brownlee, 2016) because they were determined to be susceptible to liquefaction. Initially, the understanding was that such land would be remediated so as to allow for houses and other buildings to be rebuilt (Vallance, 2013). However, before the rebuild could commence Gerry Brownlee (Minister for Earthquake Recovery) announced that the cost of land remediation was thought to be too expensive. This led to the demolition of more than a 1000 houses in areas immediately adjacent to the KTC.

The RRZRP focused on potential short and long-term land use for the five designated red zone areas – Pines Beach, Kairaki, Kaiapoi South, Kaiapoi West and Kaiapoi East. Once the plan was authorised, these areas finally lost their red zone tag and became known as areas of regeneration under the auspices of the council. Whilst initially concentrating on potential non-built land uses, the plan also proposed three Mixed Use Business areas (MUBAs) for parts of the red zones in close proximity to the Kaiapoi Town Centre. These MUBAs are the focal point of the current KTC Plan (Draft Kaiapoi Town Centre Plan 2028 and Beyond, n.d.).

³ Once red zoned, Government began purchasing properties falling in the red zone and subsequently demolishing the houses on those properties.

Figure 1: Mixed Use Business Areas – KTC Plan



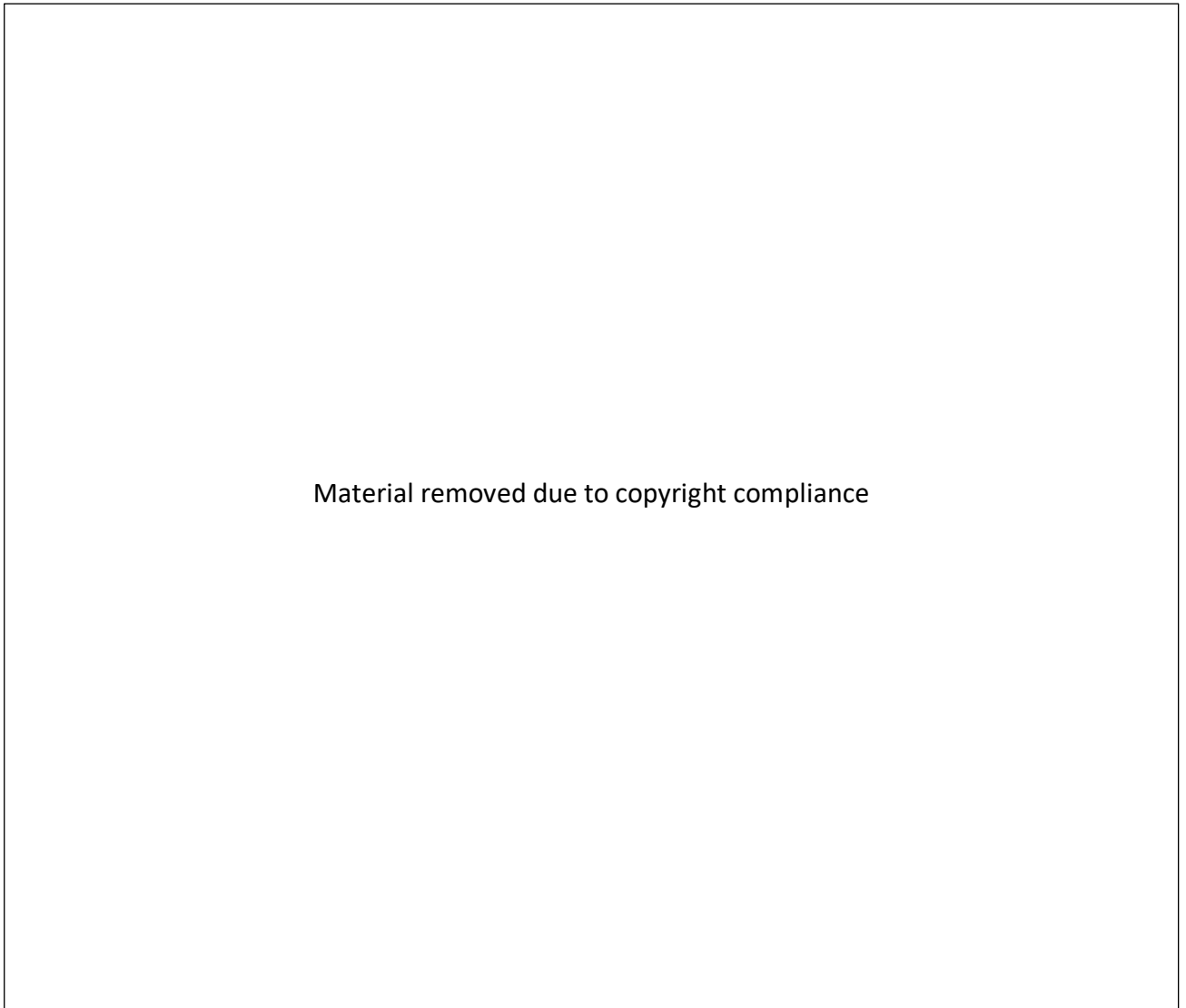
(The Kaiapoi Town Centre Plan - 2028 and Beyond, 2018)

Residential Red Zone Recovery Plan

Although my research initially focused on the KTC Plan, it became apparent that the Council's earthquake response and recovery (RRZRP) were intimately connected to its regeneration (KTC Plan) process. This connection is both terms of certain technical aspects (for example the MUBAS) as well as in the Council's logic exemplified by an ongoing commitment to collocated with its constituents.

The initial feedback for the RRZRP came from a campaign called *Canvas*. This initiative was led by the Minister for Canterbury Earthquake Recovery Authority (CERA). Directed at the communities of the affected red zone areas, the campaign sought to identify public views and ideas for future land use of red zone land. In August of 2015, WMK was directed by the Minister to prepare a draft recovery plan. This draft was based on community feedback procured from the *Canvas* campaign and updated technical information. Subsequently, the plan went through its "*Let's Discuss*" phase where feedback and new ideas were sought from the community. After this, the plan moved on to its "*Let's Plan*" phase (Waimakariri Residential Red Zone Recovery Plan, 2016). The preparation cycle of the RRZRP is illustrated in figure 2.

Figure 2: Residential Red Zone Recovery Plan



(Waimakariri Residential Red Zone Recovery Plan, 2016)

RRZRP is the result of a 'community-based' process wherein the WMK tried to work with their constituents through every stage of the planning process (Waimakariri District Council, 2017). Meaningful community input and involvement is only possible if affected parties are adequately informed of the operational and substantive matters surrounding the plan. With this in mind, information was shared across various different forms of media such as local newspapers, advertisements, emails, websites, and social media (including YouTube, Twitter and Facebook). Face to face information sharing and deliberations occurred through the use of both informal and formal opportunities such as workshops, meetings, drop-ins and

the use of three-dimensional (3D) modelling sessions. Affected parties were well informed and aware of how their input could affect the eventual land use of the red zone areas.

Post-disaster, many councils find it extremely difficult to determine the appropriate techniques to engage or re-engage with their fatigued communities (Vallance, 2013). The fact that most communities tend to be diverse in composition adds to this complexity. Post-earthquake, Waimakariri District Council had to engage with people who were very happy to have the opportunity to move out of an area they saw as vulnerable to liquefaction. Others were still preoccupied with legal and insurance issues and suffering from the trauma of the earthquake and its continuing aftershocks. Added to this mix was the fact that 32 families were still residing in households falling within the designated red zone area. Some residents viewed the disinvestment process whereby the Crown purchased homes in the red zone as a forced eviction. All this combined with extensive consultation left many people feeling exhausted with the recovery process.

In this context, when the initial draft plan (developed from the *Canvas* campaign) went through its *Let's Discuss* phase, it received a low number of submissions. This lack of engagement was thought to have been caused due to a level of consultation fatigue caused by the extended earthquake sequence. Due to these reasons, WMK decided to employ a number of different techniques and strategies so as to better engage the community and ensure that potential red zone land use ideas were a product of consensus-oriented decisions.

Apart from the two formal consultation periods, interactive procedures involving social media, flyover videos, 3D models, street corner meetings, workshops, update sessions and face to face interactions were some of the tactics employed by the Council (Waimakariri District Council, 2017). These techniques appealed to a wide cross-section of society and allowed for participation to be interesting, simple and hands on. Communities were not inconvenienced as some of the engagement techniques allowed the council to essentially, 'go to where the people are' in order for people to get the input they were looking for. Moreover, people were provided with a visible and, in the case of the 3D models, tangible proposals of the potential land use options. Flyover videos provided a spatial overlay of the targeted land with background commentary on potential land uses and directions on how to make a submission on the draft plan⁴. Such techniques managed to secure high levels of community input and also had the added benefit of being cost effective.

⁴ See for example the Kaiapoi West Regeneration area video:
<https://www.youtube.com/watch?v=u9vol8v0EHE>

Ideas for future use of red zone land not only stemmed from ‘the’ community but came from a wide cross-section of that community. Use of 3D models, for example, ensured that everyone from small children to the elderly had an avenue through which they could express their view on the types of projects they wanted WMK to pursue. Such techniques and various other process tools resulted in the RRZRP consultation process being widely acclaimed and the WMK winning the New Zealand Planning Institute and local government management awards. More importantly, innovative techniques and process tools ensured that the community was actively engaged and not fatigued during the various steps of the collaborative process.

The council involved and actively engaged with a variety of stakeholders, residents of the red zone areas, infrastructure providers, local iwi and the central government. When engaging on the possible land uses for the five red zone areas, social, cultural, environmental and economic issues along with potential costs, practicality and land resilience were all considered.

Local government elections are arguably a very good indicator of community satisfaction levels with their council (if we consider turnover and re-election) and, by extension, the recovery planning process more generally. During the local government elections of 2013, the Mayor and all but one of the sitting WMK councillors were re-elected (Vallance, 2015). This seems to indicate that the residents were satisfied with the way the recovery process had been planned and carried out to that point.

While it is tempting to attribute the WMK’s success to the clever deployment of a variety of engagement methods, it may be more important to consider the RRZRP planning process in terms of the specifics of the context and the purpose – or logic – guiding the recovery framework. Combined the Council’s logic and methods best describe the ‘Waimakariri Way’. The fact that many important decisions were taken in consultation with community boards, combined with the interpersonal skills of the council staff, all add to the reasons why the recovery process was so successful. These procedures need to also be examined in the context of the council’s size, structure (the way in which the council operates), attitude, leadership, prior relationship with the community and willingness to devolve its power.

An examination of the “Waimakariri Way” is necessary to analyse the extent to which it complemented the methods they used. In order to do this, it is important to first ascertain what the “Waimakariri Way” is. The council’s logic, methods, leadership and engagement strategies are some of the elements that add meaning to the “Waimakariri Way”.

The Council’s mission statement indicates that it would like to pursue its goals *with* the community it hopes to serve (Waimakariri District Council, n.d.). This seems to indicate a clear intention to follow a collaborative model of governance. This is supported by a promise to adhere to the following values (Tā mātou mauri) articulated on many council documents, including their business cards:

- Keep you informed
- Do better every day
- Take responsibility
- Act with integrity, honesty and trust
- Work with you and each other

When one looks at the way in which WMK has gone about its recovery and regeneration planning, questions are asked about how and when these values have been upheld and translated into action. In the spectrum of participation (as illustrated by figure 3), has (and if so, how) WMK managed to adequately inform, consult, involve and collaborate with the community it hopes to serve (IAP2, n.d.). The Council’s logic combined with its employed methods suggest that the council was open to sharing its decision-making power so as to ensure ideas and solutions are a product of meaningful collaboration with civil society.

Kaiapoi Town Centre Plan - 2028 and Beyond

Whilst my research ostensibly sought to explore and evaluate aspects of the KTC Plan, it quickly became apparent that RRZRP and the KTP plans are inherently connected, both technically and as an on-going manifestation of the Waimakariri Way. In the technical sense, a substantial amount of the KTC’s focus, especially with regard to the KTC being the instrument

through which the Mixed-Use Business areas (MUBAs) are planned for, came about as a result of the RRZRP's planning process. The RRZRP identified the KTC Plan as the means to plan and subsequently implement the three MUBAs. Previously classified as red zone areas, these MUBA's are now mostly vacant and lie in close proximity to Kaiapoi's town centre. Although they don't fall under the current parameters of the town centre, the MUBAs provide a space for the town to expand and implement infrastructure projects. Some of the proposed mixed-use business activities include a moto caravan park, building a public transport interchange, extra car parking, commercial/retail developments and residential buildings. As indicated by the plan, these improvements will go a long way towards helping Kaiapoi achieve its goal of being New Zealand best river town (Draft Kaiapoi Town Centre Plan 2028 and Beyond, n.d.).

It should be noted that not everyone was happy with the outcomes of the RRZRP and subsequent KTC planning process. For instance, residents forced to leave their houses in the red zone were told that the area was not suitable for residential purposes. The fact that the KTC Plan proposes some residential use in the MUBAs might upset previous residents who were forced to leave. That being said, the new residential purpose buildings will probably be drastically different from the former lifestyle blocks and some effort has gone into working with community groups to liaise with former red zone residents.

Three Inquiry by design (IBD) workshops were held during the preparation of the KTC Plan (Greater Christchurch Partnership, 2018). Participants of these workshops included members from the Regeneration Steering Group, Stakeholder Reference Group, core project team, and consultants. The Stakeholder Reference Group was made up of people representing the community as well as businesses interest in the town centre area (Greater Christchurch Partnership, 2017). The IBDs were used to gain feedback on concepts and designs for the marked regeneration areas. They were also used as a platform to have wide-ranging discussions on the short and long-term uses of the MUBAs. IBDs combined with update sessions, drop-ins, website updates, regular meetings with the regeneration committee (made up of various representatives; including from Community board and NgaTuahuriri) were used to inform the draft KTC Plan. Additionally, town meetings were held to give the community the chance to talk to either the technical staff or senior council managers (such as the CE and Mayor) who present to answer questions.

With that background in mind, this paper will delve into the process through which the draft KTC Plan was developed and analyse how its community engagement strategy is connected and affected by the previous earthquake response and recovery processes.

Analysing the procedures that informed the draft of the KTC in conjunction with the KTC hearing process should also provide an indication of whether the WMK planning procedures have managed to foster an atmosphere conducive to collaborator planning.

Literature Review

In today's volatile world, disasters are an increasingly common occurrence. Regardless of whether man-made, natural or a combination, disasters have a devastating impact on the people affected by them. As in 'peacetime' planning, public participation in disaster recovery could take a number of different forms. The level of involvement and influence affected communities can have over a recovery process tends to vary considerably. The benefit that meaningful public participation brings to both the planning profession and civil defence or disaster recovery management has been widely acknowledged (Chandrasekhar, Zhang & Xiao 2014). More importantly, the core foundations of democracy revolve around the idea that citizens should be able to have a say in the policies that affect and govern them. Furthermore, *"democratic participation is seen as enhancing the legitimacy of decisions"* (Cheyne, 2015. p. 418).

The link between best recovery outcomes and community involvement has long been acknowledged by humanitarian agencies. For instance, after the Tsunami of 2006, the United Nations Special Envoy for Recovery stated that, *"a disaster's survivors are best placed to design the recovery strategy that best meets their needs. And they should be the ultimate judges of a recovery effort's success or failure"* (Lawther, 2009). Additionally, the connection between psychological recovery and meaningful participation in a recovery process has been highlighted by a number of authors. Sullivan states, community participation, *"alters their status from passive pawns in the process, to once again active and contributing directors of their own destiny"* (2003).

Although community-based recovery planning is widely acknowledged as being beneficial, meaningful involvement after a traumatic experience is not always easy to achieve (Love & Vallance 2012). A wide range of techniques and a lack of extensive research on the best practises add to this complexity. Moreover, studies evaluating the effects that meaningful public participation can have on the recovery process are relatively few in number.

Like peacetime planning, participation in disaster recovery can vary both in terms of the level of influence as well as stages during which participation occurs. In order to classify levels of participation, understand its benefits and evaluate collaborative planning processes,

it is useful to explore the conclusions drawn by the relatively well developed non-disaster public participation literature.

Public Participation

A significant part of the planning profession has evolved either to prevent or recover from natural or manmade disasters. For instance, London's great fire in 1666 led to the structure and design of urban areas being regulated by planners as opposed to the religious or military elite (Vallance, 2014). Although not adequately imposed, building regulations aimed at preventing such a disaster were present long before the actual fire struck.

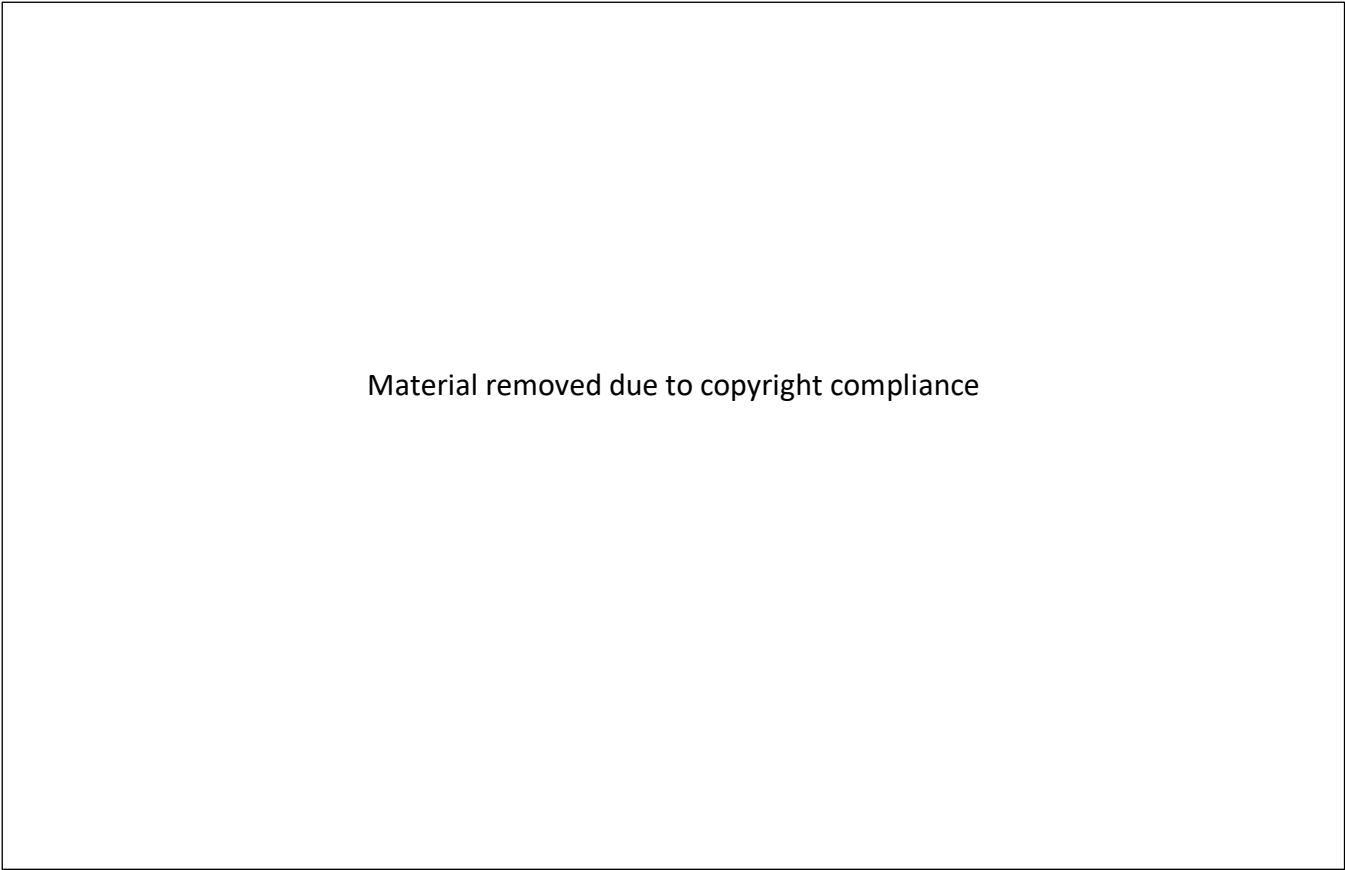
The profession's initial concerns with 'pipes, roads and rubbish' evolved through a design phase where Master planning was common and the physical and visual features of urban areas were conventionally given a high level of importance. Post World War 2, urban planning theory and practice evolved to include and consider broader aspects of urban centres. Rational and systems based planning processes were aimed at efficiently solving problems by using scientific and analytical procedures (Taylor, 1999). These systems ignored the benefits of public input and consequently had a top-down decision-making structure. Furthermore, these processes clung to the notion that society's interests are unitary and homogenous in nature. Such assumptions resulted in the importance of participation being deprioritised.

In the 1960s, as documented by Lane (2005), the planning profession has gone from having no participation under the initial blueprint model all the way to the modern era wherein almost all schools of planning require some sort of public participation. Assumptions of homogenous public interest have given way to a general acceptance that society is made up of a diverse range of people whose interests and needs will differ from each other. Although calls for public participation were first heard under the parameters of systems planning, such participation however, tended to be tokenistic in nature.

Local governments have been known to use a number of different techniques and strategies to encourage involvement in the planning process. The varied levels of inclusiveness and influence that stakeholders may have over a planning process has been defined by a number of different models. Arnstein's classic eight level ladder of citizen participation groups

public involvement into non-participation, levels of tokenism and citizen control (Arnstein, 1969). Meaningful participation is only achieved when citizens are conferred with some degree of power. Such power could be in the form of a partnership, delegated power or citizen control. Pretty (1995) sets out a seven-layered classification aimed at measuring participation levels in projects and development programs. The most inclusive layers of Pretty’s typology refer to interactive participation and self-mobilization. The International Association of Public Participation’s (IAP2) five-level spectrum is another measurement widely used to rate the degree of participation in a plan making process (IAP2). As illustrated in Figure 3, depending on the goal of the organisation in charge, participation can either be to inform, consult, involve, collaborate or empower the people who will benefit or be affected by the outcomes of the planning process.

Figure 3: IAPA’s Spectrum of Public Participation



(Stuart, 2017)

Benefits of Participation

The actual plan-making planning process can be broadly segregated into the substantive/operational and procedural/normative levels of planning (Smith, 1982). Participatory or deliberative planning has traditionally occurred at the operational levels of planning. In order for plans to be truly representative of stakeholder views, meaningful participation should occur at all stages of the decision-making process. When stakeholders are able to control or have an impact on decisions that affect will ultimately affect them, they are more likely to have a sense of ownership, content and commitment to the process. More often than not, this premise has been supported by qualitative evidence. A study published in 1993 examined 121 water supply schemes in rural parts of Asia, Latin America and Africa (Narayan, 1993). Research for the project was based on a systematic analysis of qualitative data and quantitative findings that came from independent coders analysing reports covering a number of variables. Meaningful participation was determined to be the most important factor affecting the success of each of the examined projects. Projects where stakeholders were actively engaged through all levels of its formulation, tended to have higher success rates.

The difference between public being involved for tokenistic reasons and them having real power to affect the planning process depends on whether the agency in charge is open to redistribute its power. This refers to processes that allow for power to be shared or delegated with any interested or affected stakeholders so as to enable them to affect the process outcomes if they choose to do so. The methods and process tools employed by authorities to effectively engage and collaborate with their constituents differ considerably.

Collaborative governance or collaborative planning

Although collaborative governance is now more common, even orthodox, the literature surrounding the subject is a somewhat messy mix of themes developed from different studies and local experiments. While some studies analyse the outputs and outcomes of the collaborative process, others evaluate the process. The criteria underpinning these evaluations vary tremendously. There is even much debate about what collaborative governance and planning are. Many scholars now refer to Ansel and Gash's (2008) definition as a "*A governing arrangement where one or more public agencies directly engage non-state*

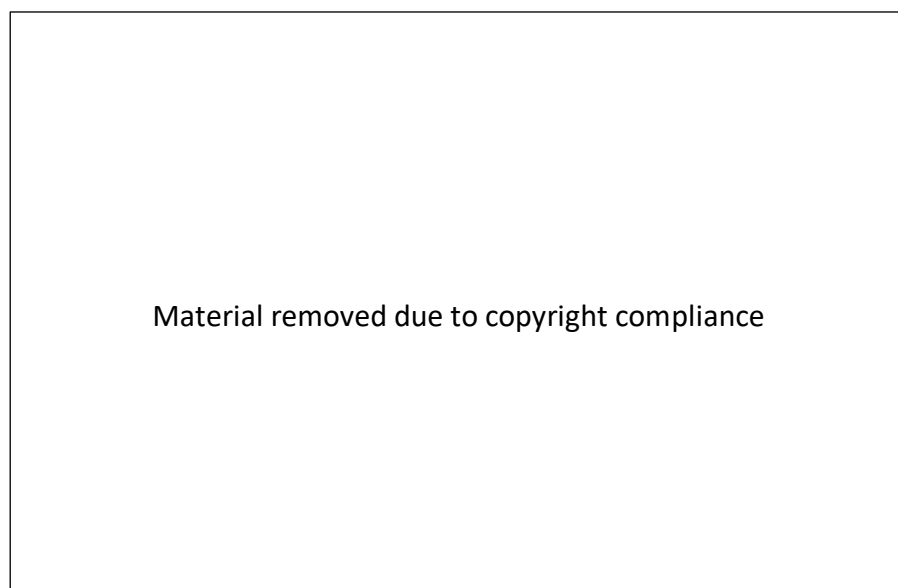
stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets.” (Ansel &Gash, 2008 pg. 544)

Collaborative planning is consensus-based and hence the plan making process aims to be inclusive and deliberative (Ansell & Gash, 2008). For this to occur, participants need to be engaged and provided with opportunities to debate the purpose and specifics of the plan. Such deliberation needs to occur both with the authority in charge as well as within the communities. Decisions are made in a collective forum and the end product is thought to be a broad representation of the views of the majority of affected stakeholders. The collaborative planning process may result in a high level of stakeholder satisfaction and “buy-in” for the eventual plan. This process may also result in high levels of durability, political stability and build trust between non-state stakeholders and the authority in charge.

Communication and engagement in a Collaborative Process

Collaboration is built on deliberation and engagement of stakeholders through all steps of the decision-making process (Freeman, 1997).

Figure 4: Steps in the Decision Making Process



(Akrani, n.d.)

This implies the need for public agencies to involve and engage with non-state actors and provide them with an avenue through which they can influence and shape policy outcomes. Although public agencies may have the final decision-making authority, participation is an important part of the process (Ansell & Gash, 2008). The process has to strive to be consensus oriented even if a consensus is not always achieved (Connick & Innes, 2003).

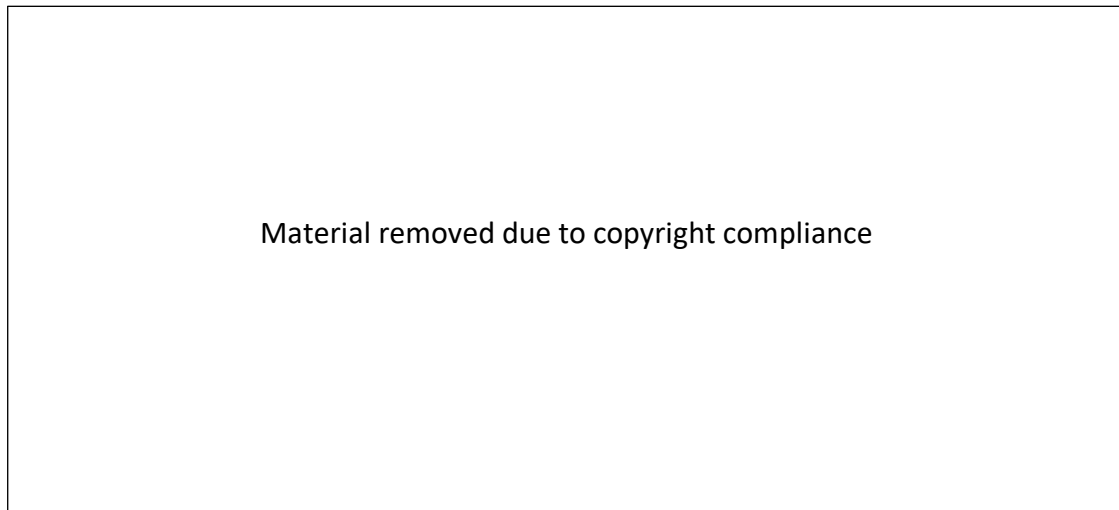
With these parameters in mind, collaboration has to go beyond being a purely consultative process (Ansell & Gash, 2008). This implies the need for public agencies to engage, discuss and debate with non-state actors in multilateral forums. Non-state stakeholders need to be able to influence and communicate with public agencies as well as with each other. Consultative tools such as focus groups or stakeholder surveys are not suited to facilitate a two-way flow of communication and deliberation.

Ansell and Gash (2008) emphasize the importance of face-to-face communication. Direct dialogue builds trust, respect and understanding which helps to remove barriers, break stereotypes and allows for mutual goals and opportunities to be identified. Repetitive face-to-face dialogue builds stakeholder commitment to the process and strengthens the consensus-orientated structure of collaboration.

Leadership and Institutional Design

Collaboration either during business as usual or during post-disaster planning is geared towards engaging a number of different stakeholders in order to make consensus orientated decisions. As highlighted by figure 5 below, there are a number of crucial factors and critical variables that affect the success of a collaborative process or mode of governance (Ansell & Gash, 2008). These variables include starting conditions, the design of the process and leadership.

Figure 5: Model of Collaborative Governance



(Ansell & Gash, 2008 pg. 550)

The leadership role in a collaborative process is usually undertaken by the public agency in charge. If the goal is to collaborate, public agencies need to be committed to achieving collaboration. The institutional design of the collaborative process needs to be one that facilitates communication and cooperation between all stakeholders. Leadership becomes critical during challenging periods of the process. For instance, if a certain technique or process tool is not achieving the desired levels of participation, it would be up to the leading agency to identify and initiate new procedures better suited to engaging non-state stakeholders.

Starting Conditions

Starting conditions can either enhance or hinder cooperation between the local agencies and the non-state stakeholders. A lack of social capital and trust at the start of a collaboration process may cause the cause engagement initiatives to be plagued by distrust and animosity which could ultimately discourage cooperation (Karaminejad, 2019).

As illustrated by figure 5, Ansell and Gash (2008) split starting conditions into three separate variables. As a result of their relevance to the current study, a brief description of these variables will follow.

I. Difference in Power or Resources

Differences in power and influences might impede the collaborative process. Some stakeholders may not have the energy or time to engage in a drawn-out collaborative process. Moreover, not everyone will possess the expertise or skills required to discuss technical issues. As a result, some people or groups of people may not have the means, capacity or organisational capabilities to participate on an equal footing when compared to others. This imbalance could cause weaker stakeholders to be vulnerable to manipulation. Such vulnerability is especially prominent when there is a lack of organisational infrastructure within the community or specific stakeholder groups. Stakeholder representatives (for example, community boards) create an avenue that allows the voices of individual stakeholders to be collectively represented. When power imbalances exist, strategies aimed at empowering weaker sections of the community need to be formulated so as to enhance participation. Such strategies could include encouraging and supporting disparate non-state stakeholders to organise and create their stakeholder representation groups/boards.

II. Constraints on and incentives to Participate

Participation in a collaborative process is a voluntary, time and energy intensive activity. Hence it is important to appreciate the constraints and incentives that limit or drive stakeholder participation. For instance, if stakeholders feel like their role is purely ceremonial or on the lower end of the participation spectrum they may decline to participate.

III. Initial Relationships and History between Stakeholders

Karaminejad (2019) highlights the importance of asking, *“When does the collaborative process start?”* A pre-history of hostilities or collaborative successes could obstruct or enhance a collaborative process. A number of scholars have acknowledged the fact that a prior history of antagonism or animosity might have negative implications for a collaborative process (Ansell & Gash, 2008; Andranovich, 1995). A pre-history of negativity or hostility could result

in stakeholders harbouring feelings of distrust and suspicion which may result in a low level of commitment to the process.

When communities have had conflicts with their local government or where different public agencies have had negative experiences whilst working together, it creates a starting point that is not conducive to a collaborative process (Karaminejad, 2019). Alternatively, if there is a relationship that has worked well in the past, this creates strong social capital, increases trust and ultimately enhances cooperation (Ansell & Gash, 2008). If there is a negative prehistory, public agencies might have to start by mending animosities and focus on building trust before attempting to work with other stakeholders.

Collaborative Process

Apart from the variables described above, Ansell and Gash (2008) identified a number of critical factors within the actual process of collaboration. They reviewed 137 cases pertaining to collaborative governance in a number of different sectors. Their conclusions found that effective collaboration occurred under processes that were non-linear and cyclical in nature. Moreover, the process needed to be on-going and iterative. Iteration whilst focusing on “small wins” may enhance communication and foster an atmosphere conducive to building trust, shared understanding and commitment. Such factors are not achieved in a one-off engagement activity; *“This cyclical—or if you prefer, iterative—process is important across all the stages of collaboration”* (Ansell & Gash, 2008 pg. 558).

Participation in Recovery Planning

It is difficult to define recovery timeframes or pinpoint when a recovery process ends. Recovery activities form a continuous chain of ongoing social development (Millen, 2011). Response, recovery and regeneration are all connected and cannot be viewed as independent from each other. Deliberation allows recovery strategies to be based on community requirements, values and priorities. Affected parties can have conversations and acknowledge each other views about decisions/strategies that will affect their communities for a number of years.

Similar to business as usual planning, for recovery participation to be effective, engagement and deliberation should occur at all stages of the recovery process. At a substantive level, this would mean involvement in the specifics of what needs to be done. In a post-disaster scenario, this could mean immediate support (in terms of necessities) or the rebuilding of damaged infrastructure (Vallance, 2015). At a procedural level, recovery participation involves defining the problem and coming up with feasible solutions to be carried out at the subsequent substantial or operative stages. For co-production of knowledge and services to occur, participation should occur both during the procedural as well as the substantive stages of the recovery process. The outcomes of a truly collaborative recovery planning process could result in a community healing from the traumatic experience of the disaster. Community healing here does not only refer to community acceptance or buy-in to the recovery process but also to other indicators such as political stability, trust, capability development, social resilience and a general upliftment of moral.

Devastating as they might be, disasters present an opportunity for cities and towns to be re-built better than before (Vallance, 2014). Depending on the type of disaster, there will always be a number of technical and structural reports aimed at regulating the rebuild of hard infrastructure. Although such reports are designed to ensure a city's hard infrastructure is resilient towards future disasters, they often fail to take into account the views of the people who suffered through the calamity. Sturdy infrastructure is pointless if the people who are to use it are not content with what is being done. In order for holistic recovery to occur, recovery planning has to focus on the people who will ultimately reap the benefits of the rebuild. This makes effective information sharing, deliberation, engagement and collaboration pivotal to the recovery and subsequent regeneration process. Regardless of the outcome, communities feel invested in a participatory process and therefore they will be committed to seeing it succeed.

For meaningful participation to occur, there needs to be a two-way flow of information so as to enable stakeholders to engage with the authority in charge (Love & Vallance 2012). This means that information provided to citizens should be non-technical in nature and there should be avenues to allow for deliberation between stakeholder and the council in charge. Involving affected parties in the recovery planning goes a long way towards building trust between the council and its stakeholders. More importantly, such involvement will address community wants and lead to community inspired ideas on how to improve the damaged city/town.

As highlighted by the Lockyer Valley example, effective participation results in communities being invested and buying into the process and its eventual outcomes. After the devastating flash floods in the Lockyer Valley (Queensland - Australia) in 2011, the regional council decided to resettle the residents of the town of Grantham and nearby areas (Okada, Haynes, Bird, Van Den Honert, & King, 2014). The council did not see the sense in rebuilding infrastructure that might be susceptible to the same calamity in the future (regardless of the probability). Immediately after the floods, the council set about interacting with the community, keeping them informed and empowering them to be a part of planning for their future. Council staff established a ground presence and met and spoke to affected people. Although such post-disaster interactions are never easy, they are an essential part of building working relationships and developing trust. In the end, a large majority of affected people decided to participate in the voluntary resettlement programme. This success can largely be attributed to the inclusive, deliberative and collaborative way in which the council went about their recovery/resettlement planning process. The fact that most people volunteered to take part in the resettlement programme not only shows a high level of trust, it can also be an indication of how meaningful collaboration can aid recovery/regeneration.

Benefits of Participation in a Post Disaster Scenario

Disasters put an obvious time constraint to the recovery planning process as swift action is required to address the destruction caused by the calamity. Hence recovery planning needs to occur at a quick pace and this has sometimes led to organisations adopting a top-down non-inclusive planning strategy (Chandrasekhar, Zhang & Xiao 2014). Without community involvement however, organisations are tempted to focus on rebuilding hard infrastructure as opposed to addressing society's need to holistically recover from the traumatic experience (Vallance 2011).

Meaningful participation can have a positive and therapeutic effect on traumatised communities. Stakeholder empowerment provides a sense of purpose and this allows for feelings of stress, helplessness and despair to be overcome. This sense of purpose is magnified by the fact that people are not just planning for the betterment of themselves but also for future generations. During their post-quake study of Project Lyttelton (a non-profit grassroots community organisation) Cretney and Bond documented the way the organisation managed

to provide, *“an avenue of participation in the recovery for untrained civilians, who are often excluded from official disaster recovery efforts”* (Cretney & Bond, 2017 p. 10).

Disasters result in people witnessing incomprehensible trauma and vulnerability. Being witness to a loved one dying, or a family home being destroyed causes people to feel a complete loss of power and helplessness (Klein, 2014). Research has shown that feelings of helplessness are overcome when individuals are given the opportunity to play a meaningful role in the recovery process. During her study of a number of different disaster struck populations, Klein found a common theme uniting most recovering communities, *“participants say they are not just repairing buildings but healing themselves”* (Klein, 2014 p.588). Additionally, participation allows for community spirit and resilience to be strengthened and a broad consensus to be achieved (Love & Vallance 2012, Vallance, 2014).

It should be noted that groups taking part in participatory processes may not always be an accurate representation of the various sections of society (Pretty, 1995). For instance, opinions will differ vastly between old and young, men and women, privileged and underprivileged. Community-based forums where they can engage with each other and express themselves may provide a forum where such differences play out. Traditionally marginalised groups of society might see the recovery process as an avenue to voice their opinions and concerns. Although not every opinion will be a part of the recovery framework, providing everyone with the opportunity to be heard generates a high level of commitment for the process and its eventual outcomes.

The influence participation can have on a recovery process is highlighted by the drastically different recovery procedures employed by the twin cities of East Grand Forks and Grand Forks following the catastrophic floods of 1997. Although the cities fall in different states, they are geographically adjacent to each other and are separated by a river. During its recovery process, Grand Forks utilised a top-down model based on rationality and science. The structure of the model was such that public participation did not factor into the decision making-process (Vallance 2011). East grand forks, on the other hand, employed an inclusive participation centred recovery approach. NGO's facilitated the process and ensured that public participation was an essential part of every decision made (Kweit, 2004).

Despite the different approaches, both councils seemed to prepare similar strategies. The difference, however, lay in satisfaction levels felt by each of the communities (Love & Vallance 2012). Low stakeholder satisfaction in the Grand Forks model led to political instability and a high turnover of government personnel. East Grand Forks, on the other hand,

witnessed a high level of stakeholder satisfaction and consequently a high level of public stability.

The Grand Forks example highlights the fact that recovery should not only be concerned with the end product or be specifically aimed at restoring hard infrastructure. The recovery process should instead be concerned with community involvement as this is an indispensable part of building resilient and stable communities.

Post-disaster, it may not always be easy to involve and interact with communities. Such interaction will be made even harder if there is a lack of a prior relationship between councils and their communities. Building trust and mutual respect in the post-disaster frenzy is an extremely difficult task. When there is a lack of a good pre-disaster relationship small-scale collaborative projects have been suggested as a good method to build trust before larger collaborative processes are attempted (Vallance, 2011). In doing so, NGO's and community interest groups can be used to facilitate discussions and build relationships.

Summary

Over the past few decades, public agencies in different countries have acknowledged the benefits that of post disaster community participation in recovery processes. For example, New Zealand, Australia and the United States promoted post disaster engagement through the use of deliberative democracy or collaborative governance in the formulation of their recovery plans (Millen, 2011). Examples of structured deliberative procedures can be seen in the Community Congress II (Unified New Orleans Plan) employed after Hurricane Katrina (2005) and the Neighbourhood Reinvestment Action Plan in the USA following the flooding of the Cedar River (2008). Deliberative democracy is a process that shares a number of similar features to collaborative governance (Gollagher & Hartz-Karp, 2013). Gollagher and Hartz-Karp point to a hybrid of the two as the best means to achieve sustainability. Community engagement (regardless of style and structure) tends to promote holistic recovery by expanding parameters from building better infrastructure to also include strengthening social resilience.

It is important to note the context under which post-quake planning has occurred in New Zealand. Cheyne (2015) states that scope for public participation in the country expanded drastically during the 1990s and 2000. She goes on to conclude that, *“changes to the RMA since 2009 have led to significant erosion of the scope of public participation in planning processes, and likewise changes to the LGA 2002 have also reduced opportunities”* (Cheyne, 2015 p.419). For instance, The Resource Management (Simplifying and Streamlining) Amendment Bill (2009) resulted in an easing in notification requirements for resource consents. Another example can be found in the 2010 amendments to the LGA which removed the explicit need to engage with communities during the preparation of long term plans. According to Cheyne, statutory changes combined with a reorganisation of local councils (for example amalgamation of Auckland Council) have added to the increasing democratic deficit. Furthermore, post-quake the central government intervened in the functions of local government by appointing commissioners and establishing offices such as the Canterbury Earthquake Recovery Authority.

Consequently, although community - based recovery planning is widely acknowledged as being beneficial, meaningful involvement after a traumatic experience is not always easy to achieve. Given New Zealand’s broader statutory context, there is considerable variation around the degree (whether token or empowered) to which non-state actors become involved in planning. While there is a plethora of engagement tools and methods, there is a lack of research around the logic underpinning the selection of these methods in different contexts. Moreover, studies evaluating the effects of meaningful public participation in the recovery and subsequent rejuvenation process are relatively few in number. To quote the Department of the Prime Minister and Cabinet, *“poor public participation can be worse than no participation at all”* (DPMC, 2018).

This research has tried to learn from WMK’s operational structures and process tools in order to ascertain how they managed to foster an atmosphere conducive to participation and collaboration. The iterative nature of collaboration makes it imperative for public agencies to continuously engage and build relationships with the people they are trying to collaborate with. My research will add to the current knowledge surrounding the nature of collaboration by concluding that collaboration has no specific start ‘point’, rather it is based on an amplification for a time of a basic attitude towards the public. If collaborating is the goal, the public agency leading the process needs to clearly define this objective or logic. Once defined,

it is the public agency's responsibility to find the appropriate methods to connect with their constituents so as to fulfil this objective.

Methodology

Qualitative research methods provide a useful system through which to analyse the social world (Saratakos, 2005). Such methods allow the researcher to collect deep and rich data, which in turn is used to understand the various complexities found in the social world. To properly appreciate and interpret social relationships and situations, such research methods often need to be flexible and exploratory in nature (Robson, 2011). Consequently, data for this research were collected by employing exploratory qualitative research methods.

Although the questions (listed below) were used to focus my research, they did not restrict me from examining the core elements of my chosen topic (analysing WMK's institutional culture by focusing on their response to the earthquake and subsequent recovery and rejuvenation plans).

- What aspects of the WMK way have helped create an atmosphere conducive to collaborative response, recovery and rejuvenation?
- How has collaborative governance and planning been practiced in the WMK?
- What can we learn from the WMK way?

Data for this research was collected both from primary and secondary sources. Primary data were obtained through interviews and observations. Secondary data surrounding WMK, in the form of its post-quake planning documents, journals, articles, websites, youtube videos and other relevant material were also studied.

During the course of my research, the draft KTC Plan was going through its public consultation phase. Consequently, primary data collection focused on the on-going KTC Plan. Qualitative data was collected by observing the KTC Plan's public hearing process and by interviewing five people who made submissions on the draft KTC plan.

Social research is founded on the understanding that multiple realities exist within the participants of the research. Observations and semi-structured interviews are tools that provided an insight into these multiple perspectives (Robson, 2011). The non-numerical

findings procured from such research provides the understanding and context that is needed to comprehend the social issues.

Literature Review

My research started by examining literature surrounding the council's response to the earthquake, the subsequent recovery process (RRZRP) and the ongoing rejuvenation procedure (KTC Plan). As mentioned above, this included looking at journal articles, official documents from the council's website, reports, newspaper clips, websites, youtube videos, reading written submissions on both plans as well as examining the plans themselves.

Literature reviews allow researchers to understand the current state of the topic in question (Tolich & Davidson, 2011). In this case, the topic related to disaster recovery, participation and collaborative or community-based planning in an extended post-disaster context. WMK's post-quake sequence (response, recovery and rejuvenation), when viewed as one extended sequence, has elements of both recovery as well as business as usual planning.

A study into the literature surrounding public participation in disaster recovery planning was conducted. The focus was to:

- a) Identify situations where high levels of public participation were achieved in a post-disaster planning scenario.
- b) Identify the techniques that facilitated such participation.
- c) Examine the effects that meaningful participation had on social recovery.

In order to classify levels of participation and study the critical components of a collaborative process, it was useful to explore the conclusions drawn by the relatively well developed non-disaster public participation and collaborative planning literature. These conclusions were then compared with my findings on the Council's actions and processes during their extended post-quake sequence. For instance, Ansel and Gash provided well-developed model that public agencies might use to guide their collaborative processes (2008). The various components/ elements within this model were compared with the WMK's

methods and structures. Analysing peacetime participation/collaborative literature furthered my understanding of the benefits that communities can gain from taking part (both in terms of the operational and substantive) in the recovery process.

Secondary data

Analysis of secondary data included examining Community Board minutes, summaries of the IBDs, reports on the 3d model sessions, flyover videos, recordings of presentations made by school children during the public submissions of the RRZRP, written submissions for both the KTC and RRZRP, newspaper articles, media releases and looking at data (articles and journals) collected by other authors. Looking at such data allowed me to gain a better understanding of the WMK's post-quake planning processes.

Semi-Structured Interviews

Interviews are a common theme in social research. They provide a useful avenue to directly interact and discuss the chosen topic with people who are likely to have knowledge about the subject (Robson, 2011). Semi-structured interviews allow the complexities of human life to be examined by providing the interviewee with the chance to talk about the subject at hand without any strict structural regulations or predefined answers.

The draft KTC Plan received twenty-six written submissions. The Council provided us with a document containing the received submissions and the names and contact details of the people/organizations responsible for the said submissions. Twenty-two out of the twenty-six submitters provided an email address along with their submission. An email was sent to all twenty-two email addresses explaining this study and asking the submitters whether they would like to be interviewed as part of this study. The email also contained a list of draft questions that would be asked during the interview. Of the contacted submitters, five people choose to take part in this study. In order to facilitate the conversation by providing a relaxed atmosphere, the interviews were conducted in coffee shops/eateries in Kaiapoi. All of the five interviewees consented to have the conversations recorded.

The logic behind focusing on the selected interviewees was; I was interested in talking to a selection of community members who were attempting to work with the Council during their preparation of the KTC Plan⁵. The fact that the interviewees made submissions on the draft KTC Plan showed their interest and enthusiasm in having their views represented in the final outcomes of the planning process. These interviews were loosely focused on the participant's submission, their involvement in the RRZRP and KTC Plans and their views on the way in which the council went about preparing these plans.

These interviews were conducted in an informal exploratory conversation type of fashion. The semi-structured nature of the interviews gave participants the chance to expand on certain points if they wanted to. For instance, I only requested about 20 -30 minutes of the interviewees time. However, most of the interviews lasted for about 40 -60 minutes. The reason for this was twofold; firstly, I am an outsider and the interviewees felt that they needed to provide me with some context to properly appreciate the questions I was asking and secondly, the topic was one that they all felt very strongly about and hence were eager to share their knowledge. These interviews gave me a level of understanding that would not have been possible if I had employed quantitative data collection methods. Once I had collected this rich data, the question then became, what is the most appropriate method through which to analyse this data.

Observing the Public Hearings

Qualitative research allows the researcher to observe, understand, interpret and describe experiences from specific situations (Robson, 2011). The KTC Plan's public hearing process was attended from an observational standpoint. The aim was to observe the way in which the hearing was conducted (for instance, were the interactions confrontational or constructive) and the atmosphere under which it took place. Attending the hearing allowed me to observe the types of conversations that occurred when the council and community attempted to work together. This provided a level of context from which to build my

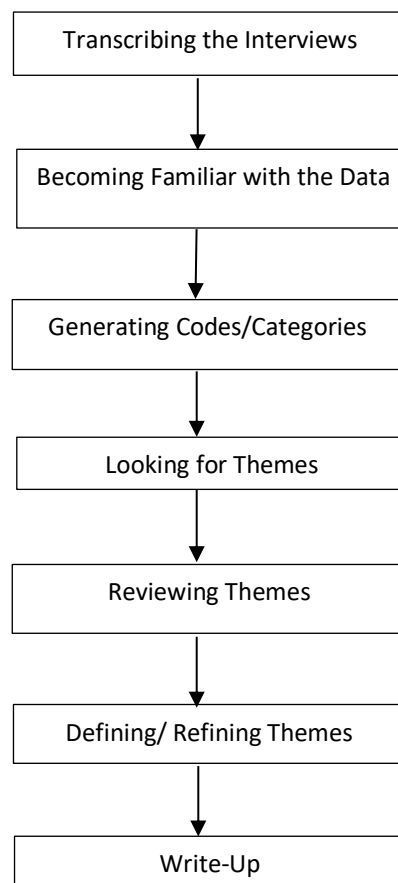
⁵ This study is part of a larger project carried out by the National Science Challenge, "Building Better Homes, Towns and Cities". As part of their research, a section of WMK staff (both past and present) were interviewed.

understanding of the topic at hand. As the public hearings are open to the public, the submitters and the council were not informed this of research beforehand.

Data Analysis

Thematic analysis is a process through which researchers locate themes or patterns in qualitative data. There are number of different ways to conduct a thematic analysis. This research followed Braun and Clarke's framework (illustrated below) to locate patterns within the five semi-structured interviews. Apart from being highly regarded, this approach provided a clear method through which to analyse the collected data. The ultimate goal was to identify patterns relevant to the topic at hand – WMK's post-quake planning processes. Importantly this method allowed me to steer clear of the common trap (faced by researcher's analysing interviews) wherein themes are classified according to interview questions (Clarke & Braun, 2013).

Braun & Clarke's Phases in a Thematic Analysis (2006):



In order to conduct a systematic and comprehensive assessment of the interviews, I closely followed the thematic analysis phases highlighted above. First, the recorded interviews were transcribed in word documents. These documents were subsequently printed out and studied. Codes were then assigned to small chunks of the data that were relevant to the topic at hand (with notes and highlighters). It should be noted that every piece of the transcribed text was not coded/categorised. Moreover, the identified codes/categories were not pre-determined instead, they came about as a result of the analytical process.

The next step of the process was to try and group identified codes into broader themes. Braun and Clarke emphasise the fact that there is no strict method of developing themes (2006). Rather, themes tend to be created in relation to their significance to the topic at hand. As the five interviews resulted in a relatively small data set, there was an overlap between some of the codes and themes. For instance, the code highlighting the council's size subsequently became a theme in itself.

The next step of the process involved gathering all the data relating to a specific theme into separate documents. This included reviewing each theme and identifying common codes or categories within different themes. Lastly, the core concepts within each theme were identified and refined.

Ethical Considerations

As described above, primary data collection focused on observing the public hearings and interviewing members of the public as opposed to professional planners. Consequently, before the data collection occurred approval from the Lincoln University Human Ethics Committee was sought and obtained. All research involving public participants need to adhere to certain fundamental principles (Davidson & Tolich 1999). Participation should be voluntary and be based on adequate and proper information regarding the study. Researchers need to ensure that there is no deception during the data collection process or subsequent interpretation of the collected data. Moreover, the study should not cause any harm to the participants and their confidentiality needs to be protected at all times.

An information sheet was attached to the email that went out to all participants. This sheet contained information about the details about the project and other relevant details; for instance, it informed participants that they could choose not to answer certain questions or could withdraw from the project at any time up until a specified date. Before the interviews were conducted, participants were required to sign a consent form the contents of which were vetted by the ethics committee. The ethics committee application process also resulted in the vetting of the questions that would be asked during the interviews.

Limitations

With this being a master's dissertation and not a thesis, there were obvious time and resource constraints. When I realised that I would only be doing five interviews, my initial response was to expand my selection process to include community members who did not make submissions on the KTC Plan. Apart from looking for potential participants, this would have also resulted in me having to apply for a fresh approval from the Lincoln University Human Ethics Committee. Schedule constraints have resulted in me having to stick to my initially planned interviewee selection process.

Findings

Introduction

This research has focused on examining WMK's response to the earthquake, their recovery process, which culminated in the RRZRP and their ongoing rejuvenation process, which is driven by the KTC Plan. These processes are intimately connected and form a natural progression starting at the initial response and progressing through to recovery and now regeneration. In this chapter, I present the results of my analysis of a range of both primary and secondary data. Primary data in the form of participant observation of the KTC hearings and interviews with KTC submitters provides detail on this particular part of the overall recovery and rejuvenation planning process. Analysis of secondary data including the Red Zone Recovery Plan that foregrounded the KTC, written submissions on the KTC, summaries of the IBD, Community Board minutes, reports from the Council and compiling data collected by other people (journals and articles) contextualize and add both depth and breadth to my understanding of the KTC.

Timeline

Date	Event
4 th September 2010	Earthquake
2014	<i>Canvas</i> Campaign (Canterbury Earthquake Recovery Authority carried out the <i>Canvas</i> Campaign)
September 2015	WMK Recovery Plan (CERA directed WMK to prepare a recovery plan based on the <i>Canvas</i> Campaign)
September 2016	RRZRP approved
November 2018	KTC Plan approved

The first part of my research involved conducting a desktop study of the Council's response and recovery processes. For simplicity, the results of this study are divided into two sub-headings:

- Initial Response to the Earthquake
- Recovery – Residential red zone recovery plan.

Each section concludes by summarizing the key points that were derived from examining the Council's response and recovery processes.

The second part of my research focused on evaluating the Council's more recent rejuvenation process by observing the KTC Plan's public hearing process, interviewing a selection of people who made submissions on the draft KTC Plan and by analyzing other material relevant to the process such as the plan's written submissions, newspaper articles, commentary of findings (reporting and analyzing data) collected from other authors.

My research seems to indicate that the Council were committed to collaborating with the community, right through the extended post-quake sequence and beyond. The initial response to the earthquake, subsequent RRZRP and the KTC Plan are inherently connected and hence should be viewed as one extended sequence. During the different stages of this sequence, the Council placed a high level of importance on building relationships through iterative processes that allowed for face-to-face interactions between the community and decision-makers to occur. Evidence to support this conclusion will be provided through the different stages reported on below. Moreover, the Council tried to ensure that their representatives were accessible and open to communicate with the community. This ensured that the community was able to communicate not just with the Council's communication team, but with a variety of WMK representatives, including the CEO and Mayor.

Initial Response to the Earthquake

Pre-quake, WMK staff and offices were situated at Rangiora. On the day of and during the week following the earthquake of September 4th, 2010, WMK directed all of its resources

including CEO Jim Palmer, elected members, team leaders and staff to Kaiapoi. Their mission was to provide information, help with security and *'be present'* (Vallance, 2015).

After any sort of natural disaster, response efforts (by central or local government) are usually focused on saving lives, restoring essential services and protecting property. It is often easy for local governments to rely on predefined formal processes that may be easy to justify. The WMK approach to recovery goes far beyond merely repairing damaged infrastructure. They have tried to focus on the affected community and address their issues in the best possible way. A good two-way exchange of information founded on honesty, being present and enhanced by a number of different processes and interactions (both formal and informal) allowed the council to understand the needs and requirements of the affected community. This combined with an attitude which put the community first and engineering second, allowed the Council to adapt and change established procedures when they not meeting the affected community's needs. This attitude is highlighted by a public statement made by Jim Palmer, *"Our success will not be measured by the kilometres of pipe and road that we replace, but by how the people come through this"* (as reported by Vallance, 2015 p441).

Immediately after the earthquake, a Welfare Centre was set up by the Civil Defense and Emergency Services Department. This center was very effective in ensuring that people's basic needs such as accesses to first aid, water, food and shelter were provided. However, this model was not able to adapt to address the vast array of complicated problems that came with the earthquake. A representative from a local NGO illustrates the shortfalls of the welfare center by saying,

"We found out that [the people visiting the Welfare Centre] were having landlord issues, like their landlord had ripped the red sticker [designating a house as uninhabitable] off their house and said "you're fine to stay in there", even though there was a big gaping hole in the wall. There were child custody issues, there were huge financial issues because [people had] used extra resources. So we found that people who were already fragile were tipped right over the edge . . . They should have been having their broader needs assessed using a comprehensive and co-ordinated case-management approach but were sent off with a food parcel" (as reported by Vallance, 2015 p440).

Additionally, the Welfare Centre model was not designed to accommodate unplanned community efforts that tend to be a common theme in most post-disaster scenarios the world over. For instance, established organizations like the local food bank found it hard to link up and work with the welfare centre (Vallance, 2015). Consequently, the Welfare Centre closed after 10 days and the Council replaced it with the Recovery Assistance Centre (RAC) located in the Kaiapoi community hall. The RAC implemented a case by case management approach, which allowed for a greater level of flexibility. The newly appointed social recovery manager along with the council's infrastructure and utility team were all housed in the community hall. This resulted in an increased level of communication and integration between both teams.

The RAC operated from September 2010 to January 2011 when it was replaced by the Hub. As a result of the substantial damage caused to Kaiapoi, the Council felt that it was necessary to create a long term integrated response centre in the town (Vallance, 2015). This allowed WMK to have representatives in Kaiapoi talking to those affected by the quake and assisting them with a various array of ongoing post-quake difficulties. Discussions with the affected community formed the basis for the subsequent response and recovery efforts.

Figure 6: The Earthquake Hub



Waimakariri District Council: https://www.waimakariri.govt.nz/__data/assets/pdf_file/0032/56876/Pages-from-Recovery-101_Chapter14.pdf

As seen from the above picture, the Hub was essentially a collection of portacom offices situated in the centre of Kaiapoi. The Hub worked as a one-stop shop where people (from Kairaki, Pines Beach and Kaiapoi) could go in, inform the council of the damage they suffered and subsequently receive the advice and assistance they needed. Apart from the Council's pre-earthquake staff, the Hub housed representatives from the newly established Waimakariri Earthquake Support services and other local NGO's providing business and family support services. The diversity within the Hub ranged from teams providing pastoral, social and psycho care to representatives from Work and Income New Zealand and the Inland Revenue Department. WMK's Building unit and Community team (usually based in Rangiora) were moved to the hub along with a delegate from Fletchers (a non-council building repair company).

The integrated nature of the Hub ensured that information flowed quickly between the affected people, relief organisations and WMK staff. Due to the fact that everyone was situated in one location, the relationships and connections between the different people, groups and organisations involved in earthquake services were enhanced. Regular BBQs were organised in an effort to build team spirit between council staff and the various other agencies housed at the hub (Waimakariri District Council, n.d.). More importantly, the Hub ensured that information was not just disseminated but also taken in. This allowed response and recovery efforts to be informed by those affected by the disaster. Community members received various forms of advice and help they needed in a quick and efficient manner.

Keeping with the theme of integration, the Social Recovery Manager and Infrastructure Recovery Manager were not only co-located at the hub but also shared the same office room. This resulted in a good flow of information between both teams and emphasised the point often made by the CE that pipes serve people. Infrastructure recovery was informed by community intelligence and engineering expertise reached affected people in a timely fashion. This relationship allowed the community to have an understanding of what the engineers were doing and the reasons behind their actions. On the other side, the infrastructure team was able to properly appreciate the positive and negative impacts of their actions.

Another move aimed at facilitating a two-way flow of information was the formation of the Earthquake Recovery Committee (ERC). The ERC was made up of representatives from

the Kaiapoi Community Board (board) and Waimakariri councillors. The board, as representatives of the community, have worked with the council throughout the process of recovery and regeneration. This ensured that recovery efforts were in line with the community's long term needs. Having community representatives on committees and empowering those representatives within the decision-making process has been recognised as a fundamental aspect of meaningful recovery (Ministry of Civil Defence and Emergency Management, 2005).

WMK's community-based response strategy was built on pre-existing relationships that the council already had in place. Even before the earthquake, WMK representatives had worked at developing relationships with local NGO's and community groups creating what has been described as an "architecture of engagement" (Vallance, 2015). For instance, the CEO (Jim Palmer) and Mayor (David Ayers) were both part of the Enterprise North Canterbury which dealt with tourism, employment, business and lifestyle development in the Waimakariri District. Additionally, the Mayor and CEO were also connected with Wellbeing North Canterbury which provides a range of community support services to Kaiapoi such as Otautahi Women's Refuge, Youth Drug and Alcohol services, emergency food assistance, a number of volunteer drives, free legal advice and school holiday programs to name a few of their initiatives (Vallance, 2015). Building such relationships goes beyond the council's primary function of maintaining the pipes and roads or collecting rubbish. Pre-quake WMK had tried to work towards community development through communicating and collaborating with community networks and groups. These relationships and engagement channels were used post-quake to build on the information collected at the Hub. It should be highlighted that the Hub cultivated relationships not just between WMK and different community groups; it allowed for relations between different sections and members of the community to be developed. In essence, the Hub allowed for both horizontal and vertical relationships to be fostered. As highlighted by the IAP2's spectrum of public participation (figure 3), the collaborative and empower parts of the spectrum require for there to be good relationships/communications not just between the agency leading the process and the community but also between the various participants/representatives of that community.

In the aftermath of natural calamities, local governments are faced with the onerous task of preparing recovery plans which are timely as well as inclusive (Olshansky, 2006). Speed is important, as infrastructure relating to essential services (for example - power and water)

needs to be restored as soon as possible. A number of authors have highlighted the vast array of positive benefits that an affected community can gain from being involved in their own recovery. To that end, WMK has tried to ensure that the community is at the centre of its own response and recovery efforts. To encourage active community participation, the council supported and a range of initiatives and promoted local leadership programs. An example that illustrates this mindset is the Waimakariri Earthquake Support Services (WESS), which is an NGO that the Council supported and helped get up and running. WESS was allotted rooms at the Hub and the council helped secure funding and even ran their payroll system for a short while (Vallance, 2015). Within the first two years of its initiation, the 15 WESS coordinators assisted between 400 to 600 people. They provided a number of different services such as counselling for earthquake-related stress, accommodation for people whose homes were damaged, legal aid and assisting with earthquake claims, to name a few. WMK also appointed an Earthquake Communications coordinator who along with WESS created the New Foundations website which was designed to act at the Hub's virtual equivalent. It was used as a tool to share information and provide updates about the services that were being provided at the Hub. An important point emerging from this was that the council not just a fixing physical infrastructure; they 'enabled' (and empowered) communities to undertake their own recovery.

Key Points from WMK's Response to the earthquake

While these findings rely to a significant extent on the reporting and analysis of others, their work is included here because, as data presented below suggest, this response and early recovery phase were foundational to later recovery and regeneration planning. As Vallance explains, the various structures and procedures employed by the council have allowed them to both 'engage' and 'engage with' the community (2013 p8). This speaks to the community being involved both in decision-making processes as well as the operative side of actually carrying out response efforts. For this to occur, there had to be a good flow of information and communication between the Council and the community. Communication here refers to a two-way stream which is much more than the Council disseminating information to its constituents. To do this, the council used a number of informal techniques such as kitchen table talks, street corner meetings, talking to residents over a cup of tea, drop-in sessions, town meetings, BBQ's and workshops to name a few. Weekly updates were also procured

from volunteer groups (such as the pastoral care teams) and these informal interactions were enhanced by formal engagements in the form of submissions.

A media release in February of 2011 requested people to contact CEO Jim Palmer directly for any information requests. The release provided the CEO's personal email and contact number. Being honest and meaningfully engaging with people has positive implications. It allows people to feel like their views are heard (not dismissed) and respected. During their various engagement procedures, the Council tried to be approachable, open and provide updates and news (good or bad) in a candid manner. Potentially upsetting news such as the closing down of popular community establishments (like the aquatic centre or library) were provided in a frank and honest manner.

Whilst working with the community, the council tried to demonstrate common sense and leadership. This attitude is illustrated by a story from a Council representative describing the Council's response to the earthquake,

"Traditionally TLAs do not step across the home-owner's boundary and any infrastructure issues between the house and the front boundary is the home-owner's problem. But post-earthquake it would have been impossible to just call a plumber to get the issue fixed. So we [Waimakariri District Council] made a decision fairly early on to liaise with EQC and coordinate repairs across the boundary because there's no point us fixing our side of the sewer and people still not being able to use [the toilet] because the pipe between the house and the boundary is broken" (as reported by Vallance, 2013 pp 9-10).

Residential Red Zone Recovery Plan

Though this research seeks to understand the KTC planning process, as noted above and detailed below, this case of collaborative planning was informed to a significant extent by other planning exercises, projects and programmes, such as the Residential Red Zone Recovery Plan. As a consequence, in understanding the KTC, it was necessary to analyse various RRZRP initiatives and documents such as reports on the 3d Model sessions, review of the council's flyover videos, recordings of presentation made by school children during the

public submissions, compiling data from other authors (articles, journals), media releases and reports were reviewed in order to gain a better understanding of the RRZRP and its implications for the KTC.

In 2014, the Canterbury Earthquake Recovery Authority (CERA) carried out a public engagement campaign called *Canvas*. This program was aimed at procuring community ideas for long term use of red zone land (Waimakariri District Council, 2016). In September of 2015, WMK was directed by CERA to prepare a recovery plan based on results of the *Canvas* campaign.

WMK started by appointing a project administrator and manager and creating a project control group. An office was set up in Kaiapoi so that the people preparing the plan could be near the community who would ultimately be affected by the outcomes of the planning process. Subsequently, a core project team (CPT) was created and given the mandate of engaging with the public and preparing the draft. Even though WMK took the lead, a number of different authorities were involved in the RRZRP's planning process. Apart from WMK, the CPT had to report to the Kaiapoi Community Board, Environment Canterbury, *Te Rūnanga o Ngāi Tahu*, *Ngāi Tūāhuriri*, CERA and the final draft would have to be delivered to the Minister supporting Greater Christchurch Regeneration.

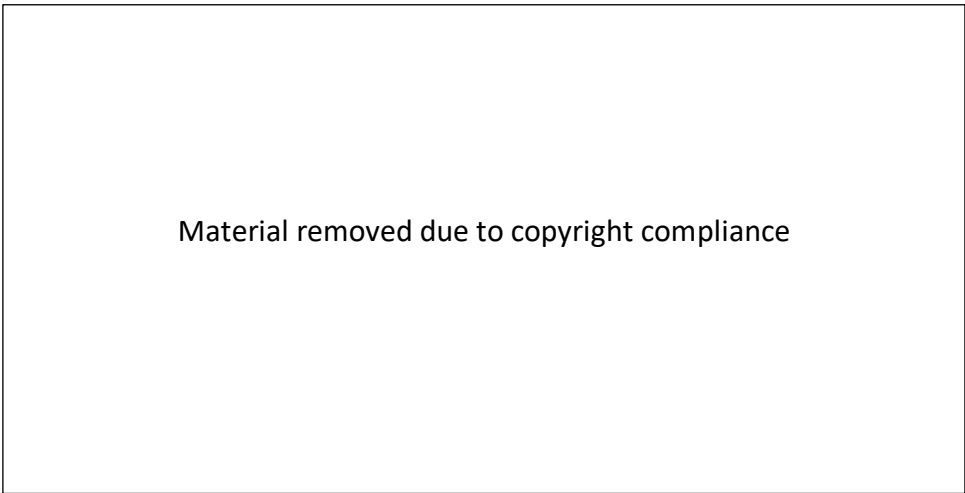
Disasters and the damage they cause can be extremely traumatising on affected communities. Added to this is the fact that post-disaster, communities are usually faced with stressful legal and insurance procedures. The techniques and tools used to inform the RRZRP were aimed at engaging a community that was still recovering from the devastation and trauma caused by the earthquake. When the initial draft plan (developed from the *Canvas* campaign) went through its *Let's Discuss* phase, it received a low number of submissions. This lack of engagement was thought to have been caused due to a level of consultation fatigue caused by the extended earthquake sequence.

In an effort to better engage the community, WMK employed a number of different techniques which included street corner meetings, workshops, update sessions and an array of other processes that resulted in face to face interaction between council representatives and the community. Information about the RRZRP and the ways in which people could be

involved were shared through local newspapers, social media (Facebook, YouTube and Twitter), flyover videos, websites and advertisements.

Another innovative technique was the use of 3D models depicting potential land use of designated red zone areas. These modes were color coded and depicted on foam boards. Children from schools in the region help bring these models to life my creating miniature buildings and tress which were attached to the models (Waimakariri District Council, 2016). The council held a number of 3D model sessions, during which people were able to walk around the displays and talk to each other as well as the council staff about what they saw. They could provide their insights by attaching colour coded flags to the models. Pink flags were used to propose new ideas, orange flags were used to depict areas of concern and blue flags allowed people to show highlight parts of the proposal that they were happy with. As I1⁶ (who is a member of the community board and part of the regeneration committee) states, *“A flag on a model from every person is worth a 10-minute presentation. If 50 people do that, that’s 10 times 50 minutes of talking you’ve saved, just by. that’s what they want. they put it there, right! we’ll take that on board.”*

Figure 7: 3D Model Community Sessions



Waimakariri Residential Red Zone Recovery Plan Report

Such engagements are significantly less daunting than presenting your ideas in a formal public hearing environment. People did not have to worry about being cross-examined by a group of experts. The models were taken to the schools in the area, the working men’s

⁶ The interviews are referred to as: I1 – Interview 1, I2 – Interview 2, I3 – Interview 3, I4 – Interview 4, I5 – Interview 5.

club, retirement village, the local yacht club and the Kaiapoi Community Centre. These models were also displayed at the public hearings so as to enable speakers to point to areas that they were referring to.

I1 stated, *"Often everywhere the models went, we tended to synchronized those round a council run open night sort of thing, we had evenings and we had (I can't remember how many) 3, 4, 5 at least of those. And the models sat for two months right there in the library foyer. We took it to the schools, so there was a huge exposure."*

These sessions were a success in that they managed to achieve a higher level of engagement when compared to the *Canvas* and *Let's Discuss* phase of the plan. Over 400 people attended the different 3D model sessions and 197 flags were attached to the displays. These sessions were interactive in nature and council staff was present to explain proposed land uses and answer questions. Importantly, these sessions were very effective at encouraging participation from conventionally hard to reach groups such as the elderly or school children.

When discussing the 3D model sessions carried out to inform the RRZRP, I1 stated *"They (3d models) went to the schools, they went to grey power, it was in the library, you name it everybody saw it. The consultation was absolutely brilliant. If there was anybody in this whole area who doesn't know what we are doing it's their fault, not ours...I am pretty sure the 3d models circumvented a hell of a lot of gabfests, that we didn't have to do otherwise! cause people were putting a pin on a model and say do this."*

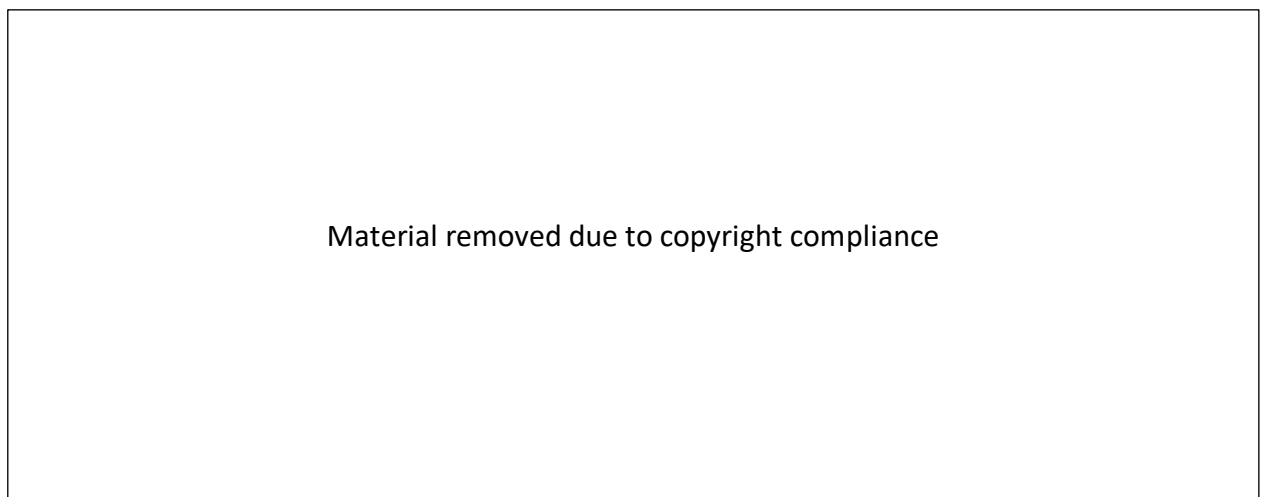
To ensure that the proposals under the draft plan reached as many people as possible, flyover videos providing a spatial overlay of potential land uses for each of the five red zone areas were created. These videos provided an aerial overlay of the red zones and showed proposed future land uses. Commentary on the videos stated what specific areas would be used for and told the viewer where they could find the full details of the plan and how to comment on the same.

Key Points from the Recovery Planning Process

Due to their simplicity, social media, flyover videos and 3D models appealed to a wide cross-section of society and helped achieve a high level of hands-on participation. These techniques provided users with tangible and visible illustrations of proposed red zone land uses. This resulted in increased participation levels and allowed the planning team to go to the people as opposed to waiting for them to comment in a formal submission type of setting.

In order to facilitate greater involvement during formal submissions and hearing process, WMK planner's helped representatives from the seven local schools prepare and practice their hearing presentations. A mock hearing panel was created so that the children could have a practice run before the real presentations. The recordings of the presentations made by the school children are all online and have been viewed as a part of this research. Apart from school children, guidance was also provided to a number of other people so as to ensure that they were comfortable and relaxed whilst speaking at the hearings. A number of people were presenting at a hearing for the first time.

Figure 8: Public Hearing Video of Submission from students of the Clarkville School



Screenshot of a Public Hearing Video of Clarkville School- <https://www.youtube.com/watch?v=xUG4E7WsNDs>

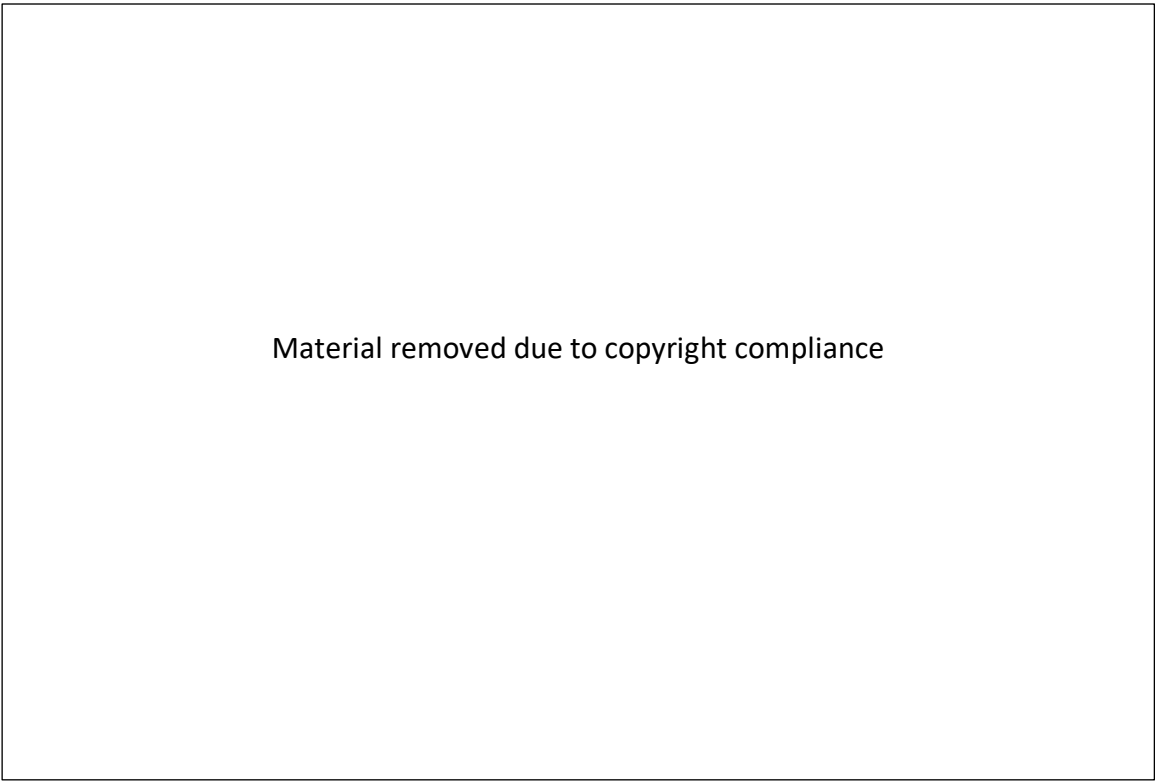
The RRZRP (Recovery) and KTC Plan (Rejuvenation) are an extension of this initial community-based response to the earthquake. The RRZRP and KTC Plan are connected both procedurally as well as in an on-going manifestation of the Waimakariri Way. It is very important to note that a large part of the KTC Plan's focus (in terms of the MUBAs) resulted

from the RRZRP’s planning process. Right through these different stages, the Council has tried to empower their constituents with good information about what was happening and how they could be involved. As highlighted in the background chapter, WMK won a number of awards and accolades for the levels of participation they managed to achieve in the RRZRP.

KTC Plan

Kaiapoi is the second largest urban centre in the Waimakariri district. For the last twenty years, the district has experienced a sustained growth in its population. This growth is expected to continue for at least another 10 to 20 years. The KTC Plan highlights the need for a strategy to shape the future of the town and to addresses its current concerns. These concerns are varied in nature and range from issues such as; a large portion of spending (by Kaiapoi Residents) tends to occur in either Christchurch or Rangiora to accessibility issues for pedestrians in the city center and traffic congestion. With that in mind, the plan identifies projects that are aimed at addressing the town centre’s current issues whilst trying to achieve its vision for the future.

Figure 9 - Kaiapoi Town Centre Concept Plan



Material removed due to copyright compliance

(The Kaiapoi Town Centre Plan - 2028 and Beyond, 2018)

Three IBD's were held prior to the formal consultation process. These workshops were used as a platform from which to discuss ideas and proposals for the identified regeneration areas with different representatives of the community. The IBD's were attended by members of the Kaiapoi Promotions Association, Enterprise North Canterbury Stakeholder Reference Group, the Council's core project team, Regeneration Steering Group and local businesses and local developers. The Stakeholder Reference Group was made up of representatives of the local community and people with business interests in the town. The regeneration community contained members from NgaTuahuriri and the Kaiapoi Community Board.

Apart from the IBD's, discussions about the draft KTC Plan occurred through several other avenues. This included drop-ins, update sessions, street corner meetings and a number of other meetings involving representatives from ENC, WBNC, Nga Tuahuriri, the regeneration committee and the Kaiapoi Community board. Additionally, the larger town meetings gave community members a chance to discuss aspects of the proposed KTC Plan with technical staff and senior council managers such as the Mayor and CE who were present at these meetings.

Brief analysis of written submissions.

In order to generate awareness of the draft KTC Plan (during its consultation phase), the council employed a range of different media such as local newspapers, radio, social media, an article in Stuff website and mailing out draft plans to district and regional stakeholders. Hard copies of the plan were dropped off at local businesses, medical centres and at council libraries and service centres. Additionally, drop in sessions were held at the Ruataniwha Kaiapoi Civic Centre and a presentation was made at the ENC networking function (to 130 local businesses) about the proposed plan.

Written submissions on the KTC plan were received through four different avenues which are listed below:

- 'Tear off' feedback forms which were attached to the hard copies that were distributed at the various places described above
- Online feedback from the Council's website
- Direct emails to the project manager
- Feedback collected at the drop-in sessions

It is important to note that the 'Tear off' feedback forms and online summaries contained five key questions which are:

- What do you think are the priorities for the Kaiapoi Town Centre?
- What would make the Kaiapoi Town Centre more attractive and compelling to visit?
- Do you agree with the draft Plan's proposed vision and objectives?
- Is there anything else you would like to see included in the Plan?
- Do you have any other comments, questions, or concerns?

The draft KTC Plan received 26 written submissions. Of these submitters, five people choose to be heard during the public hearing, which was conducted on 26th, September 2018. The speakers were made up of people representing the New Zealand Motor Caravan Association, a public limited company and from local community groups (Kaiapoi Farmer's Market and Kaiapoi community board). Additionally, one person choose to speak from an individual capacity.

Even though Kaiapoi is a small town, the number of submissions (written and during the public hearing) that were received for the draft KTC Plan could be perceived to be

relatively few in number. An explanation for this is that many of the issues under the KTC Plan were actually addressed during the RRZRP. After all, the KTC is the final step of an iterative process that started with the Council's response and subsequent recovery procedures.

I2 highlighted the lack of detail as an alternate reason for the low number of submissions, *"A lot of us were very disappointed with the lack of detail ... I mean we had a very low number of submissions on the Kaiapoi Town Centre Plan ... and that was because people said well, I can't actually see it in here that I want to comment on it."*

Speaking on the MUBs, I2 stated, *"The council sort of almost kicked the touch by creating or defining what they call these mixed-use business areas without actually identifying what they are."*

A reason for this lack of detail was highlighted during a discussion with a council representative, where it was indicated that the KTC Plan needed to be specific but not too specific. The plan had to be broad enough to attract potential investors and give them the scope and flexibility needed to be creative and profitable.

In terms of the low turnout to the public hearings I2 stated, *"It's really hard for someone to come along to a hearing and say what they want to say and know that they are actually gonna get questioned by people who know their stuff... and it's almost like being in court you know.... And that is really really hard for a lot of people."*

As part of this research, I attended the KTC Plan's public hearing and observed the way in which it was conducted. The aim was to observe the process and atmosphere of the public hearings in order to provide an engagement and relationship context for this research. I was primarily interested in documenting the tone of the discussions. As the hearings are open to the general public, the submitters and the council staff were not informed of this research beforehand.

The hearings were conducted at the Ruataniwha Kaiapoi Civic Centre in Kaiapoi (rather than the council's head offices in Rangiora). This is important as it provides an indication of the Council's attitude towards the broader planning process. The fact that the hearing was conducted in Kaiapoi shows the Council's willingness to restructure set procedures in order to

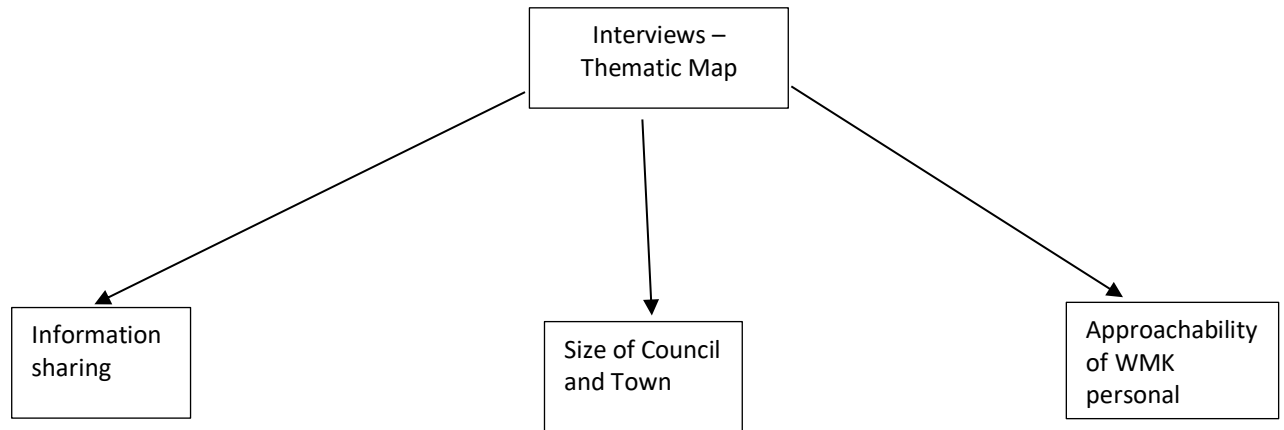
increase levels of participation. On arriving at the building, we went to the reception and were then showed to the conference room where the hearing was to be conducted. When we entered the room, we were greeted by a member of the Council staff and given a brief overview of the draft KTC plan and the process that led to its preparation. We were also provided with a copy of the written submissions that was received on the draft plan. After this introduction, we were shown to our seats. Although the submissions were in a formal type of setting, the atmosphere was very informal and relaxed. There were no intimidating rules of presentation or requirements for presenters to stand and sit at a particulate time like what one might find in a court of law.

With regard to the actual hearings, the whole process was conducted in a constructive conversational type of fashion. It was not confrontational by any means and both the submitters as well as the hearing panel took time to understand, explain and reply to each other's queries. The hearing panel was respectful and listened intently (providing their full attention) to each of the submitters and asked questions once they were done. Explanations and rationales were provided for issues raised by the submitters. From an outsider's point of view, it seemed like a positive atmosphere as each of the submitters were made to feel heard and respected.

Interviews

Of the KTC Plan's 26 written submitters, five submitters were interested in taking part in this study and agreed to be interviewed. These interviews were conducted in an informal exploratory conversation type of fashion. The broad structure of the interviews followed themes pertaining to the specifics of the interviewee's submission, talking about the engagement tools and processes of the RRZRP and subsequently about the processes that informed the KTC Plan. The interviewees were a selection of affected community members who were interested in being involved in the KTC Plans development. The aim was to understand if they were informed about the ways in which they could have engaged and collaborated with the council during the preparation of both the RRZRP and KTC Plan. These discussions were also focused on trying to ascertain whether the interviewees were happy with the plan making processes used to inform both plans.

Once the interviews had been transcribed, I familiarised myself with the data and subsequently assigned codes to the similarities found between the different interviews. These codes were then grouped and organised into the broad themes highlighted below.



Information Sharing

After observing the public hearing of the KTC Plan, I had a short conversation with a WMK representative regarding both RRZRP and the KTC Plan. While discussing the RRZRP, the representative mentioned that the Council felt that they would be judged not on the actual rebuild or outcomes of the plan, but rather on how people felt during the process. This attitude follows the CEO's initial approach (during the response to the earthquakes) of, "putting people before pipes".

With that in mind, an important criterion for judging the planning process should revolve around how the community felt during the process. Before this can be considered, it is important to first ascertain whether the community received enough information about the plans and the different ways that they could have contributed to it, during the various stages of the process.

Throughout the response and recovery process, WMK tried to ensure that there was a two-way exchange of information between the community and the council. Four out of the five people who were interviewed for this paper seemed to think that the actual plan making

process was quite good. They felt that the general community was well informed about the ways that they could be involved in the plan making processes (of both the RZRP and the KTC Plan) prior to the formal submission stage.

I5 speaking on the Red Zone Recovery plan, *“During the red zone plan – information was shared well – for instance there were counters outside supermarket’s sharing information about the plan. People were aware of the plan (well informed) and could take part in it if they choose to.”*

Almost everyone in the town has to use the supermarket on a regular basis. Hence the fact that there were counters outside supermarkets sharing information about the plan meant that this information was bound to reach most of the people in the community.

I1 speaking on methods through which information was shared stated, *“The first video we put up - regeneration video – it got 26,000 hits and there are only 7000 people in the town, so the dissemination of information was excellent. Local newspapers one in the town and two more in North Canterbury between all those media things we saturated the whole place.”*

I4 speaking on the KTC Plan, *“I don’t think there was enough information out there...and I probably will offend some people by saying this but I think only certain groups were allowed to go forward. And a lot of groups were not... and I think it’s you scratch my back and I’ll scratch yours and it’s pretty dominant in a lot of organizations.”*

I2 talking about the way in which information was disseminated to the community stated, *“I don’t think people can be critical that they (community) haven’t been aware of what’s proposed...the communication on that side has been very, very good... I think there is deeper malaise in that are we actually asking the right questions”*

Size of the Town/Council and Approachability of WMK Personal

WMK is considered to be a medium-sized council and Kaiapoi a small town. The council’s success in terms of the way it engaged and communicated with its constituents, goes far beyond its size. Nonetheless, size was a common theme that was highlighted by a few of

the interviewees. I1 speaking on the way in which information was shared through the community stated, *"Its easy we are a reasonably small, compact, cohesive town and we have got none of the bullshit, there's no power game, there's no politics in our council, there's no big noters, there's no millionaires, there's no property developers, we got none of the pressures that Christchurch lives under, everybody is on side, everybody wants good for the town."*

From the initial earthquake response onwards, WMK has tried to be open, frank and approachable to their constituents. This attitude was highlighted when CEO Jim Palmer gave out his personal contact details requesting the community to contact him with any queries or for information requests.

I3 speaking on working with the council and the approachability of council representatives, *"In Waimakariri, it's not too bad... if there's a serious problem they'll look at it... and the staff are generally approachable.... And one can ring up and ask to talk to the general manager or talk to the planning manager or whatever it is... in a way that you can't in Christchurch... you just get sent to their call center and your inquiry is referred through and you get a sort of... standard statement back.... Whereas here it's small enough and they know who is who"*

When asked for the reason why WMK being so approachable I3's response was, *"I think the size as much as anything else... it is just small enough... it's getting close to being too big... but it is still just small enough."*

I1 speaking on the recovery and regeneration plans, *"The whole thing is seamless, which is an advantage of a small size and a cohesive community. Everybody knows everybody else and as I say there's a huge overlap of councilors, KTC, the board and the regeneration community, it's all just one group really."*

Speaking on WMK's engagement process when compared that of Christchurch, I1 stated, *"A thing the size of Christchurch you get so many diverse verging into loony, fringe opinions whereas here I got to admit, pretty damn easy, everybody knows everybody else, so we have that advantage of the small-town thing being on our side to assist the whole consultation process."*

I5 indicated that the council's doors were open and although she did not try, she was sure that they were always open to listen and approachable, *"You can walk in and talk to someone from the council...They (the Council) have tried to make themselves heard and had a lot of empathy during their engagement with submitters and the community in general."* This response would seem to indicate that even the people who were not entirely satisfied with the process were satisfied with the Council's attitude and willingness to interact with its constituents. To put it differently, even those community members who were not entirely satisfied with the process or its outcomes, were satisfied with some things about the process.

Critique of the KTC

The interviews revealed a degree of ambivalence about the KTC planning process with interviewees exhibiting a mix of both positive and negative assessments. For instance, one interviewee stated that the community did not receive enough information about the plan. However, even this interviewee felt that the council was approachable and open to hearing what she/he had to say. Speaking on whether she/he felt heard and respected whilst trying to work with the council I4 stated, *"They did hear me because they had to. I only put it in writing. I didn't actually talk to them... but on other issues, they have been very very helpful in listening... but whether they took anything in the answer is no... they did what they wanted to do regardless."*

I2 speaking on the way information was shared with the community, *"I can't question that at all, the number of techniques that were used were really really good. And that's fine but I suppose I am being a bit cynical... but often it was Presenting the Council's view of the way it should be, rather than asking for genuine feedback. And ya they used a wide range of techniques but just because you are able to communicate things to people doesn't necessarily mean that you are actually listening"*

I2 speaking on the RRZRP, *"I think the actual process itself was good. And the way it was staged, the way information went out was really good. It's just when it comes to actually analyzing those, that I think it was very poorly done... there just seems to be a general lack of scientific/engineering analysis of things these days..."*

I2 speaking on the inquiry by design workshops carried out to inform the KTC Plan stated, *"These inquiry by design workshops which, I thought were really well done... but they didn't actually then pick up the essence of what came out of those workshops... They used a mixture of council staff and external consultants ... all of whom were highly regarded. It was more that their individual pieces of work were actually very good. but they were never really brought together with any degree of analysis... and that's really where ... like an urban design specialist would have come in handy"*

I2 suggested an increased use of small surveys as a means to increase community input, *"Councils seem to want to pick a winner and then run with that rather than present options to the community. And I think that's where we need to see a lot more smaller surveys of people... I think that that it is just such a marvelous tool that is so underutilized. And I mean a lot of businesses in New Zealand use it very successfully to communicate with their customers and get feedback."*

I2 speaking on the council's online line presence, *"The council has got a really good Facebook page...but it's purely about dissemination of information... its very useful from that point of view and useful for the council to let people know what's happening... in case of an emergency or whatever... and they've done a really good job of that... it's very very well done. but yea it's not a two-way thing... I think that's the challenge with local government....how do we genuinely listen to what people want."*

Although the suggested techniques are easy to implement and quick to participate in, they are consultative in nature. The inputs from online surveys and feedback forms tend to be predefined. As a result, participants do not have the opportunity to have conversations, provide context and deliberate the issue at hand.

In a recovery/regeneration scenario, it is almost impossible to satisfy everyone involved and affected by the process or outcomes of the plan making procedure. However, the planning process itself may have certain outcomes. Firstly, an iterative community-based process informs plans. Secondly, the planning process affects community relationships (both between community members as well as between the community and the council). Even if someone is not satisfied with the outcomes of the process, it is important to ensure that

people feel respected and heard. This needs to be complemented with good honest communication explaining why certain things were added or deleted from the plan.

On examining the written submissions, it becomes apparent that there was a broad support for the KTC Plan's overall vision and objectives. Many of the submitters focused on specific issues that they were concerned about. The following statements are a selection of quotes from some of the written submissions.

"support the Plans Vision but would like further efforts being made to encourage greater levels of development on Hilton street west of William Street"

"Supports bringing people back into the Town Centre through residential development in the Mixed Use Business Areas."

"Supports the Plans choice and diversity given to both residential and business developments"

"I love the idea of a moto caravan park but I do hope this will be available to everyone and not just NZMCA members!"

"The road between the library and the river needs to be pedestrian only, That one way road is dangerous and ruins the town to river ambiance"

"Supports work towards making footpaths more accessible for mobility aids as the population ages. Advises working with property developer for 137 William Street to ensure accessibility to new building is appropriate for all."

"Recommends a complete redesign of the 'red' market area shown in the South Mixed Use Business Area".

"Agrees with the Plans Vision and Objectives..... More flowers, less flaxes"

The KTC's formal public consultation process (written submissions and public hearings) revealed a mix of responses. In general, the written submissions and summaries of the IBDs showed broad support with comments confined to rather detailed aspects like the type of planting and the addition of mobility aids. On the other hand, interviews with those who presented in person at the KTC hearings showed more ambivalence. This, again, highlights the value of iterative processes with different venues for expressing support and concern. The mix of different activities and processes aimed at promoting face to face interactions between representatives of the community and the people tasked with drafting the plan, along with

more formal settings and procedures suggests collaborative planning may work better when seen as a composite and iterative process rather than a one-off event.

As indicated by the below timeline, KTC Plan is part of an extended process that is inherently connected to both the RRZRP and the Council's initial response to the earthquake. For instance, IBDs used to inform the KTC Plan were employed as a platform to further discuss the identified short and long-term land uses of the MUBAs. These identified land uses came about as a result of the RRZRP's engagement processes (for example, 3D Model workshops).

Timeline

Date	Description or Activity
4 th September 2010	Earthquake
September 2010 – January 2011	Recovery Assistance Centre
2011	<ul style="list-style-type: none"> ▪ The Hub (Integrated response Centre) established in Kaiapoi. Facilitated relationships between WMK and community groups as well as developed relationships between different groups within the community ▪ Formation of the NGO Waimakariri Earthquake Support Services (WESS). Allowed the community to take part in and drive their own recovery process ▪ Face to face interactions – (Drop in sessions, town meetings, kitchen table talks, street corner meetings, talking to residents over a cup of tea)
2011	<ul style="list-style-type: none"> ▪ CEO Tim Palmer Made his personal email and phone number public. (Example of the accessibility of senior management to the general community)
2014	<ul style="list-style-type: none"> ▪ Canterbury Earthquake Recovery (CERA) carried out the <i>Canvas</i> Campaign
September 2015	<ul style="list-style-type: none"> ▪ CERA directed WMK to prepare recovery plan based on the <i>Canvas</i> Campaign
October 2015	<ul style="list-style-type: none"> ▪ 'Let's discuss' - public feedback sought – (draft received, low number of submissions)
November 2015 – April 2016	<ul style="list-style-type: none"> ▪ 3-D model workshops, street corner meetings, update sessions, sharing

	<ul style="list-style-type: none"> information through social media and flyover videos. (Two-Way communications) Public submissions – Council asked for written comments of the Preliminary draft plan. Helped school children and other people prepare presentations for the public hearings. (facilitated relationships between council and community) Public hearings
3 rd August – 1 st September 2016	<ul style="list-style-type: none"> 2nd Public submissions – Council asked for written comments on the updated plan
13 th December 2016	<ul style="list-style-type: none"> RRZRP approved
2017 - 2016	<ul style="list-style-type: none"> Three inquiries by design workshops, drop in sessions, street corner meetings, presentations to local business community Larger tell meetings on KTC plan with technical staff and senior managers (Mayor and CEO; Accessibility of senior management to the community)
August 2018	<ul style="list-style-type: none"> Ask for written submissions on the proposed KTC plan
26 th September 2018	<ul style="list-style-type: none"> Public hearing (held in Kaiapoi)
November 2018	<ul style="list-style-type: none"> KTC Plan was adopted

As highlighted by the above timeline, certain themes with regard to the way WMK operate have been constant right through the extended post-quake sequence. Engagement strategies have focused on the need to employ tools (both formal and informal) that encourage iterative face to face communication. These have ranged from street corner meetings, drop-in sessions, interactive 3d model sessions and workshops, to name a few. Face to face engagements build relationships and provide an understanding and appreciation that reading a formal submission just can't do. Apart from promoting informal events allowed for face to face interactions, there was a push to ensure that all levels of Council staff were accessible and willing to speak to the community. Due to the extended interconnected nature of the post-quake sequence, each set of interactions would have had an impact on the next stage of the process. For instance, relationships built during the response stage would have impacted engagement processes carried out during the recovery stage and so on.

WMK seem to have placed a lot of importance on working with groups that represent the community. For instance, the Council have tried to work closely with the Kaiapoi Community Board (who are representative of the community) during the preparation of both the RRZRP and the KTC Plan. In their written submissions on the draft KTC Plan the community board states, *“Board members have been directly involved with the development of the plan through the Regeneration Steering Group and as active participants in the intensive and detailed Inquiry by Design Process”*. This way of thinking is a continuation of the initial support provided to the Waimakariri Earthquake Support Services which empowered the community to be a part of their own recovery.

Another recurring theme was the Council’s attitude in terms of putting people first and rules second. Examples of the Council’s openness to restructure and relocate processes to facilitate community participation can be viewed during the different stages of the post-quake sequence. The fact that the KTC Plan’s public hearing was carried out in Kaiapoi as opposed to the Council’s headquarters in Rangiora is a prime example of the council’s openness to relocate important events. When pre-determined procedures were not working, the council were open to adapt and implement new processes. For instance, when the, *“Let’s Discuss”* phase of the RRZRP produced a low number of submissions, they were open to trying new procedures (for example – 3D Models, flyover videos) to get the community involved.

Discussion

It is important to for exploratory qualitative studies such as this to try and answer the questions that were used to guide the investigation. With that in mind, this chapter is structured according to the three questions that this research seeks to answer.

What aspects of the WMK way have helped create an atmosphere conducive to collaborative response, recovery and rejuvenation?

My research has found that two main factors helped the Council create an atmosphere conducive to collaborative planning. These are:

- Relationship building – through iterative face to face communications
- WMK's on-going commitment to collaborate

As articulated by Ansell and Gash, both of these factors are crucial elements that influence the effectiveness of any collaborative process (2008).

Relationship Building

A common theme in WMK's post-quake planning has been the iterative use of processes that allow for face-to-face communication between members of the community and, often, senior management and elected members. Ansell and Gash stipulate that direct dialogue or "thick communication" is a necessary condition of collaboration (2008). Apart from building understanding, respect and trust, direct dialogue builds commitment to the process and its eventual outcomes (Ansell & Gash, 2008). Moreover, these interactions are an essential part of building working relationships. Consultative instruments such as focus groups and stakeholder surveys are not built to promote thick communication or deliberation. As a result,

such tools are not suitable methods of building meaningful relationships (Ansell & Gash, 2008).

Right through the extended post-quake sequence, WMK employed a number of engagement techniques (both formal and informal) to “engage with” the affected community (Vallance, 2013 p.8). Face to face interactions formed the base on which most of these engagements were built. Kitchen table talks, street corner meetings, talking to residents over a cup of tea, drop-in sessions, town meetings, BBQ’s, workshops and weekly updates from volunteer groups are some examples of ways through which the council directly engaged with the community. This “thick communication” continued through the recovery and rejuvenation stages. During the preparation of the RRZRP a series of drop-in sessions, informal, update sessions and 3d models workshops were used as avenues that allowed the described direct dialogue to continue. For the KTC plan specifically, there was three Inquiry by design workshops, drop-in sessions, street corner meetings and a number of other meetings with a wide range of stakeholders like NgaTuahuriri, WBNC, ENC and representatives from the Kaiapoi Community Board and the Regeneration Committee to name a few.

‘Thick communication’ was enhanced by the accessibility of council members and staff to their constituents. Accessibility and openness have been a common theme right from response to regeneration. There are a number of examples that provide evidence to support this statement. WMK’s initial earthquake response was built around the principle of “putting people before pipes”. This attitude was illustrated when CEO Jim Palmer gave out his personal contact details requesting the community to contact him with any queries or for information requests. Such actions illustrate the willingness of senior council staff to engage directly with the community in order to build meaningful relationships. This attitude highlights the importance for all council staff (not just the communications or planning team) to be accessible and open to communicate with their constituents.

Ease of accessibility (to people involved in relief services) can also be seen with the location (center of Kaiapoi) of the Hub as well as the way in which it operated. Affected people could either go in or call and talk to the people involved in relief efforts. When people called in were able to talk to the Hub’s dedicated reception service personnel about the frustrations and problems they were facing. In addition to just to being accessible, the hub representatives were directed to listen to people’s problems with empathy and seek feedback so as to improve the services being provided (Waimakariri District Council, n.d.). The fact that all the various earthquake-related services were being addressed by one integrated center also meant that

people would not have to repeat their potentially traumatizing stories to different organizations whilst trying to procure the support they were after.

The above described direct engagement techniques were not carried out as a one-time activity. The highlighted processes were all iterative in nature and several processes (for example the weekly drop-in sessions or the workshops) happened on a weekly or monthly basis. Iterative engagement processes allowing for direct dialogue combined with the council's approachability have allowed WMK's engagement procedures to gravitate from being purely consultative to being collaborative in structure.

Commitment to Collaborate

As highlighted in the literature review section of this paper, there are several benefits that might be gained from promoting public participation and employing collaborative techniques in a recovery planning process. On an individual level, empowering community members to participate in response and recovery efforts helps feelings of trauma, stress, helplessness, isolation and despair to be overcome and enables social recovery to take place. Community organisations such as the Waimakariri Earthquake Support Services and Project Lyttelton are excellent examples of community-run organisations that provided a means through which community members could take part in recovery efforts. At a community level, meaningful community involvement may help build social resilience and could even promote political stability. During the local government elections of 2013, the Mayor and all but one of the sitting WMK councillors were re-elected (Vallance, 2015). At the subsequent 2016 elections, the Mayor was re-elected again along with six (out of the 10) of the sitting councillors. This appears to suggest that the community was satisfied with the way in which the Council went about its post-quake response and recovery planning. Community participation in recovery planning after the devastating floods in East Grand Forks, U.S.A produced similar results.

Apart from being accessible, the Council actively tried to build relationships and promote participation through the different stages of the post-quake sequence. For instance, during the buildup to the RRZRP's formal submissions, council planners helped school children prepare their formal submissions and even created mock hearings to allow the student presenters to practice before the public hearings. Apart from school children, planners also

helped a number of other community members prepare and practice their submissions. As highlighted by interview number two, speaking at a public hearing can be a very daunting process for a lot of people. The Council's aim was to ensure that presenters (many of whom were presenting for the first time) were comfortable and relaxed whilst speaking at these hearings. The fact that council staff were diverted from their daily duties to help potential submitters prepare for the public hearings highlights the Council's commitment to collaborate. Additionally, my observation of the KTC Plan's public hearing process indicates that have tried to these hearings as unintimidating as possible.

These examples are good illustrations of the council's attitude, which is focused on fostering relationships and putting the needs of the community at the forefront of their planning processes. When predefined processes were not working (as in not soliciting the degree of feedback and engagement they hoped for) the council showed a willingness to adapt and try new things in order to promote better involvement in the process. My results seem to indicate that this attitude was prominent even during the regeneration engagement process. All my interviewees indicated that the council staff were approachable and open to having conversations with community members. Even in situations where submitters were not happy with the certain aspects of the process or outcomes of the planning procedure, they were satisfied with some things about the process. WMK's size (not too big) seems to have aided its overarching principles of responsiveness and adaptability.

Collaborative engagement procedures are dependent on voluntary community participation. Participation is founded on the relationships that exist between the council and non-state stakeholders. Due to the extended interconnected nature of the post-quake sequence, each set of interactions would have had an impact on the next stage of the process. For instance, relationships built during the response stage of the earthquake would have impacted engagement processes carried out during the preparation of the RRZRP and so on. As regeneration is part of an extended sequence, its engagement processes have been affected by previous procedures carried out during response and recovery planning.

In the context of a post-disaster environment, some techniques tend to be better suited to engaging specific interest groups or sections of the community. It is up to the public agency in charge to experiment and try new things in order to get the engagement and participation they are after. My research seems to indicate that WMK has been committed to trying to achieve collaborative or consensus orientated decisions right through its post-quake

planning sequence. Apart from being open to experimentation, WMK tried to empower their constituents by providing them with adequate information, supporting community-run organisations and working closely with NGOs (for example the community board) during the preparation of their various post-quake plans and strategies.

Relating this back to the IAP2's spectrum of public participation, the council's post-quake community engagement strategies have been aimed at informing, consulting, involving, collaborating and even empowering the affected community. A lot of their community-based processes seem to fall within the middle to the higher end of this spectrum.

How has collaborative governance and planning been practiced in the WMK?

My research has led me to conclude that collaboration should not be defined in the strict sense of a procedure that has a specific start or end date. Instead, collaboration should be seen as an attitude or adoption of a certain logic founded on a willingness to continuously and iteratively engage. I have come to understand that what was referred to as the Waimakariri Way is a 'methodology' that comes from the mix of specific methods coupled with this logic of service to the community (or 'people before pipes'). This resonates with the findings of Vallance and Conradson in the broader National Science Challenge (NSC11) project.

Whilst examining the Waimakariri Way, the Council's earthquake response, recovery and regeneration efforts need to be examined together, as an extended and iterative process. These processes are intimately connected and form a natural progression starting at the initial response and progressing through to recovery and now regeneration. As regeneration is the latest part of the extended post-quake sequence, it was important to determine how engagement under the KTC was connected, influenced and affected by previous post-quake engagement strategies. My results suggest that KTC's engagement processes were deeply influenced by the engagement process and past experiences of working together that go as far back as the initial response to the earthquake or even pre-quake. As any form of engagement is built on a history or lack of history, it might be improper to ask when

collaboration starts. A more appropriate question might then be how is a collaborative attitude promoted and maintained?

According to Ansell and Gash, starting conditions are considered to be an extremely important part of any collaborative process (2008). These conditions will go on to either facilitate or impede the collaborative process. When public agencies and non-state stakeholder try to work together, it might be viewed as an arranged marriage of sorts. However, the simple fact of the matter is that there are always power or resources imbalances, past experiences and participation incentives that hang over any collaborative process. Ansell and Gash's model of collaborative governance (figure 5 - in the literature review chapter of this document) highlights the importance of the three defined starting conditions and points to the influence that they could have on the collaborative process.

I. Difference in Power or Resources

In the immediate post-disaster scenario, there were differences in power and resources that negatively impacted non-state stakeholder participation in recovery planning. The community lacked the organisational capacity (in the form of stakeholder representation groups/boards) to be an effective part of the response and recovery efforts. The Council supported and encouraged procedures and structures that allowed the community to actively participate in their own recovery. The establishment of the Hub and support provided to the Waimakariri Earthquake Support Services (WESS) to get up and running is an example of this attitude. Within the first two years of its initiation, the 15 WESS coordinators based at the HUB assisted between 400 to 600 people with a number of different services. The updates that the Council received from WESS (based on their interactions with the community) provided a steady flow of information which was used to inform response and recovery efforts.

This example demonstrates the importance of achieving a balance not just in decision making but also in the operative 'doing' side of things. Apart from providing an opportunity for interested community members to take part in recovery processes, stakeholder representation groups like WESS provides an avenue for the voices of individual stakeholders to be collectively represented (Ansell & Gash, 2008) and therefore result in a balance in decision making power.

The fact that the Kaiapoi Community Board (board) was an integral part of the processes that informed the RRZRP and the KTC Plan seems to indicate that this way of thinking was continued through the Council's extended post-quake sequence. The level of importance provided to the Kaiapoi Community Board (as representative of the community) is evident in the KTC Plan. For instance, the plan starts with an introduction from the Mayor (David Ayers) which, is then followed by a forward from the Chair of the Community Board (Jackie Watson). The Board's involvement was also evident during the KTC Plans consultation process as they provided a detailed written submission and presented their requests at the subsequent public hearing.

The Regeneration Steering Group oversaw the preparation of the KTC Plan. This group was made up of representatives of the community and members of the Board. Having community representatives on committees and empowering those representatives within the decision-making process has been recognised as a fundamental aspect of achieving meaningful recovery (Ministry of Civil Defence and Emergency Management, 2005).

II. Constraints on and Incentives to Participate

As participation is an inherently voluntary activity, it is important to evaluate the constraint or incentives that might drive or limit stakeholder participation. For instance, stakeholders might feel less obliged to participate if they view their role as being purely ceremonial or if they are of the opinion that their input would make no difference to the outcomes of the process (Ansell & Gash, 2008).

In their post-quake planning, WMK seems to have strived to make consensus-oriented decisions even though consensus was not always achieved. For instance, when the initial draft of the Red Zone Recovery Plan (formulated from the *canvas* campaign) received a low number of submissions (during the *Let's discuss* phase). The Council interpreted this to mean that their engagement processes were not achieving the desired result (collaboration). In an effort to better engage the community, the Council tried to be creative and experiment with new tools which were aimed at increasing community participation. The use of 3d models, flyover videos and social media illustrate the council's commitment to collaborate.

I2 two speaking on the KTC Plan stated, *“It was interesting we had a drop-in session for the Kaiapoi Town Centre plan and almost. I mean half the people that came in said I don’t know why I bother coming because it’s not going to make a difference.”*As illustrated by the interviewee, a fair amount of people who attended the drop-in session were of the opinion that their inputs would not be reflected in the final outcome (KTC Plan) of the process. Nonetheless, these people choose to take part in the drop-in sessions. It is beyond the scope of this research to determine why these people choose to take part in such engagements even though they felt that it would not make a difference to the final outcomes of the plan.

That being said, it might be speculated that those participants choose to attend the drop-in sessions due to the level of face to face communication that comes with such engagements. Moreover, during interactions such as the town meetings (held to deliberate the draft KTC Plan), the Mayor, CE and senior council management were present, this enabled the community to deliberate their ideas with the Council’s decision makers. This sort of “thick communication” does two things. Firstly, it permits people to speak and be acknowledged. This allows people to feel like their points of view were heard as well as respected. Secondly, such interactions might also provide people with an understanding of why a specific request was denied or why a specific idea was not incorporated. Such understanding goes a long way towards mitigating the negative effects that come with not getting what was asked for or wanted.

III. Initial Relationships and History between Stakeholders

A number of authors have highlighted the importance of examining the pre-collaboration history that exists between the community and the public agency in charge of the process (Ansell & Gash, 2008; Andranovich, 1995; Karaminejad 2019). This is important because collaborative processes are built on interactions, trust, commitment, relationships and working together to achieve a somewhat common goal.

Due to the extended and iterative nature of the post-quake sequence, each set of interactions would have had an impact on the next stage of the process. For instance,

relationships built during the response stage would have impacted engagement processes carried out during the recovery stage and so on. Even before the earthquake, WMK representatives had worked at developing relationships with local NGO's and community groups creating what has been described as an 'architecture of engagement' (Vallance, 2015). Such interactions went beyond the statutory responsibilities of a local council. The benefits of these relationships and engagement channels were witnessed during the initial response to the disaster; when information from these groups was used to build on the information being collected at the Hub.

My research suggests that collaborative planning is iterative in nature. It is therefore difficult to establish a specific starting point where collaboration begins as the relationships needed for the collaborative process constantly (re)emerge out of pre-existing relationships. Collaboration seems to be based on an attitude which means there is no start 'point' as such, rather an amplification for a time of a basic attitude towards the public.

What can we learn from the WMK way?

This research has focused on evaluating the process through which WMK has gone about its post-quake planning. It is important for local governments to be aware of the implications that might arise as a result of the procedures and engagement strategies employed to inform their respective plans. In a recovery or BAU scenario, it is almost impossible to satisfy everyone involved and affected by the process or outcomes of a plan making procedure. This is true even within the WMK context and is well illustrated by a statement made by I2 whilst speaking about the RRZRP, *"When the first red zone plan went through.. there was no one with any urban design expertise on the panel and the current Kaiapoi town centre one was simply just through councilors... all of whom were actually on the regeneration committee.... And so it was almost like their plan that they were being the critics for... which you know... lacks professionalism in my view."*

This research has found that the planning process, regardless of the plans and the outcomes of those plans, plays a critical role recovery and regeneration. When these processes are collaborative in nature, they have two consequences. Firstly, they allow plans to be informed by the communities who will ultimately be affected by the outcomes of the

process. The second consequence is related to the way these procedures enhance or diminish relationships between the community and the council, as well as between different members or sections within the community.

In order for the community to meaningfully inform plans or for relationships to be built, it is imperative for the community to first be armed with good advice and information. Good sharing of information needs to be complemented with iterative face to face engagement opportunities. Workshops, drop-ins, IBDs, 3Dmodels, kitchen table conversations, BBQ's are some examples of the methods through which 'thick communication' or direct dialogue can occur. Such engagement provides context and a level of understanding that cannot be acquired from reading a formal submission. Importantly repetitive face to face engagements is a crucial part of building meaningful relationships both during recovery as well as BAU planning. *"This cyclical—or if you prefer, iterative—process is important across all the stages of collaboration"* (Ansell & Gash, 2008 p. 558).

It is important for the planners in charge of drafting plans to be at the forefront of the communication team that is charged with engaging with the community. These engagements might be facilitated by having technical staff present to answer complex questions regarding the specifics of the proposed plan. That being said it is important for public agency representatives to provide their comments in a simple and easy to understand manner. This would enable the majority of the community to understand and be a part of the discussions.

This research has found that the negative feeling that comes with not getting what you want may be mitigated by firstly allowing the person who made the request to feel heard and respected and secondly providing them with the reasons for the denial of the request.

An important WMK aspiration, (underlined and implied by its WMK values) is for WMK staff and representative to see themselves as engagement officers. To do this, council staff need to be accessible/approachable as well as equipped with good interpersonal skills. They need to show empathy as well as deliver potentially upsetting news in a frank and honest manner. This combination might result in a higher number of meaningful interactions between council staff and interested community groups or individuals. Such interactions may result in a number of queries and issues being addressed before the formal consultation stage and thereby reduce the likelihood of a prolonged consultation procedure.

It is important for local government to be open to experiment and try new things in order to achieve their aims. Examples of such experimentation can be seen both during the

response as well as recovery stages of WMK's post-quake sequence. For example, during the response stage, the Welfare Centre was replaced with an integrated Recovery Assistance Centre (RAC) where a case management approach was used. The RAC structure was informed by Council staff experiences in the Welfare Centre. During the recovery stage, innovative techniques such as flyover videos and 3d models were implemented by the communications team in an effort to better engage the community.

Empower the community by supporting systems that allow them to take part in relief efforts and collaborate with the public agency during the recovery planning process. Alternatively, it is also important for public agencies to make use of the wide array of existing networks that already exist within the community. Many of these pre-existing networks (both formal and informal) will have the connections, relationships and skills to aid relief efforts and inform recovery processes. Examples of such group's networks could be community boards, religious organisations, hobby groups, charity organisations, business groups and other local NGOs and CSOs. Such organizations would have strong and well-cultivated relationships with their members. Moreover, leaders and representative of these associations might be recognized as authority figures and thereby be defector leaders representing or communicating for specific parts of the community.

WMK themselves used the pre-quake relationships they cultivated with Enterprise North Canterbury and Wellbeing North Canterbury to support and inform their relief efforts. Such groups/organizations provide a pre-existing avenue that public agencies might target in order to get the feedback or input they are after. For instance, testing ideas in youth interest's groups like that of the Young Farmers Clubs might be better suited getting feedback from the younger generation when compared to more traditional tools such as surveys or public notices (Archer & James, 2018). Hence it is important for Social Recovery Managers to understand different networks (both formal and informal) that exist within the community. More importantly, developing relations with such community groups before a potential disaster occurs will cultivate relations and create a prehistory trust and cooperation.

Another important post-disaster lesson derived from examining the WMK way was the need to create an integrated response centre or Hub. Such a centre could be used as a one-stop shop both the provide a range of relief and support services as well as to gather information which could then be used to inform and direct support to the parts of the community that need it the most. It might be beneficial for social recovery and infrastructure teams to work with each other from an early stage so to promote understanding and

communication. Having this response centre in close proximity to the affected community and ensuring that its employees are empathetic goes a long way towards fostering relationships and promoting social recovery. This is especially important as the relationships built during this initial stage will affect (enhance or obstruct) participation and engagement during the later recovery and regeneration stages. Not only does this highlight the importance of preconditions, it also shows illustrates the iterative nature of collaborative planning; which should not be seen as a project but rather as an attitude.

Conclusion

My research has led me to conclude that WMK were committed to collaborating with their constituents right through the extended post-quake sequence. The Council's commitment is illustrated by the methods they employed to inform their post-quake efforts and plans and by the reasons (logic) behind their selected methods. Combined, the Council's logic and employed methods best describe the 'Waimakariri Way'.

For collaboration to occur, there needs to be a two-way flow of information between the public agency leading the process and the community who will be affected by the process and its eventual outcomes. Information about the RRZRP and KTC Plan and the methods through which the community could interact with the people preparing the plans were shared through a range of different media. Iterative face to face or 'think communications' combined with the accessibility of all levels of Council staff – including senior management and elected members - gave interested community members the opportunity to discuss and deliberate the proposed plans with the people tasked with preparing them. Consequently, data from different sources (formal/informal interactions, qualitative/quantitative methods) were triangulated to inform the Council's post-quake plans.

My research has found that WMK placed a high level of importance on building the relationships needed to enable its collaborative process. For community participation and engagement to be representative and constructive, starting conditions (in the form of pre-histories, incentives to participate and power/resources imbalances) need to be addressed. The iterative nature of collaboration means that its success is dependent on relationships that constantly (re)emerge out of pre-existing relationships. This has led me to conclude that collaboration is based on an attitude, which means that it has no starting 'point' as such, rather it is an amplification for a time of a basic 'orientation' of public service (i.e. the 'logic'). WMK's logic is best described as an attitude that "puts people before pipes".

The question then becomes, what is 'a' plan? Is it just a regulatory document with conditions, or is it an iterative and ongoing process acting as an enabler that gives a voice to community aspirations? While some studies analyse the outputs and outcomes of the

collaborative process, this research has focused on evaluating the process of planning. My research has found that the planning process, regardless of its outputs (for example, recovery plans), plays a critical role in recovery and regeneration. When these processes are collaborative in nature, they have two consequences. Firstly, they allow plans to be informed by the communities who will ultimately be affected by the outputs of the process. The second consequence is related to the way these procedures enhance or diminish relationships between the community and the council, as well as between different members or sections within the community. These relationships are fundamental to building strong and resilient communities.

Larger councils with a bigger and more diverse population base might wonder if it is possible to copy the 'Waimakariri Way'. My results suggest that the success of WMK's collaborative processes has more to do with the institutional culture within the organisation rather than the size of the organisation or population. When a larger council attempts to collaborate, they will need to first develop a distinctive attitude or logic that makes the needs of their communities a priority. This attitude of senior management is therefore critical as they often 'set the tone'. This might encourage employees to see themselves as 'collaborators' all the time thus promoting more and better interactions between the institution and communities.

Larger councils may also find it useful to divide their areas into manageable parts so as to allow for iterative face to face communications between council representative and the community to occur. It may be useful for representatives to build relations with, and make use of, existing networks (for example, community boards or young farmer clubs). Such networks could be used to address the starting conditions (prior-histories, incentives to collaborate and power/resources imbalances) fundamental to any collaborative process. That being said, if a public agency's logic prioritises collaborating, regardless of its size, the organisation will be able to find and promote methods that give meaning to this logic.

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